

PB-214 186

Environmental Volunteers in America

**findings and recommendations of the
steering committee of the national
center for voluntary action's
environmental project**

National Center for Voluntary Action

prepared for

Environmental Protection Agency

OCTOBER 1972

Distributed By:

NTIS

**National Technical Information Service
U. S. DEPARTMENT OF COMMERCE**

PB 214 186

ENVIRONMENTAL VOLUNTEERS IN AMERICA

Findings and Recommendations of the
Steering Committee of the
National Center for Voluntary Action's
Environmental Project

by

Clem L. Zinger, Project Coordinator
Richard Dalsemer and
Helen Magargle, Project Assistants



for the

Office of Research and Monitoring
ENVIRONMENTAL PROTECTION AGENCY

Project #R801243

January 1973

BIBLIOGRAPHIC DATA SHEET	1. Report No. EPA-R5-73-011	2.	3. Recipient's Accession No. PB-214 186
	4. Title and Subtitle Environmental Volunteers in America. Findings and Recommendations of the Steering Committee of the National Center for Voluntary Action's Environmental Project		Report Date January 1973
7. Author(s) Clem L. Zinger, Richard Dalsemer, and Helen Magargle		8. Performing Organization Rept. No.	
9. Performing Organization Name and Address National Center for Voluntary Action 1717 Massachusetts Avenue, N. W. Washington, D. C. 20036		10. Project/Task/Work Unit No.	
		11. Contract/Grant No. R801243	
12. Sponsoring Organization Name and Address Environmental Protection Agency Office of Research and Monitoring Washington, D. C. 20460		13. Type of Report & Period Covered Final	
		14.	
15. Supplementary Notes			
16. Abstracts Reported results of survey of 69 organizations and 200 interviews. Conclusion of nine-month examination has three Major points. (1) Operational and organizational problems of voluntary organizations identified. (2) Interaction of environmentally concerned groups and individuals with various governmental agencies (with emphasis on EPA) examined. (3) Recommendations developed to facilitate effective involvement of volunteers in environmental issues and activities. Major findings report include: Volunteerism is an important opportunity for citizens to participate in decisions that effect their daily lives. The voluntary segment of the environmental movement is experiencing consistent rapid growth. Environmental volunteers and voluntary groups are exceedingly issue-oriented. Environmentally-concerned groups should pool scarce volunteer and financial resources. A variety of government policies and practices frequently work against citizen input in decision-making processes. 35 specific recommendations were developed under six broad categories.			
17. Key Words and Document Analysis. 17a. Descriptors Group Dynamics Pollution Air Pollution Water Pollution City Planning Land Use Zoning Public Law			
17b. Identifiers/Open-Ended Terms Volunteer Solid Waste Citizen Action Environmental Movement Volunteer Organization			
17e. COSATI Field/Group 05/10, 13/02 - 1 -			
18. Availability Statement NT/S - PB-		19. Security Class (This Report) UNCLASSIFIED	21. No. of Pages 615 643
		20. Security Class (This Page) UNCLASSIFIED	22. Price 12.50

This project has been financed in part
with funds from the Environmental
Protection Agency under Grant No. R801243.

The content does not necessarily reflect the
views and policy of the Environmental
Protection Agency, nor does mention of trade
names of commercial products constitute
endorsement or recommendation for use.

ABSTRACT

The report that follows is the conclusion of a nine-month examination of the voluntary segment of the environmental movement. The report has three major foci:

1. Identification of the operational and organizational problems of voluntary, environmentally interested organizations.
2. Examination of the interaction of environmentally concerned groups and individuals with various governmental agencies (with emphasis on EPA).
3. The development of recommendations concerning ways in which various private and public entities can facilitate effective involvement of volunteers in environmental issues and activities.

- Major findings of the report are:

-- Environmental volunteerism represents an important opportunity for citizens to participate in decisions that effect their daily lives.

-- The voluntary segment of the environmental movement has been experiencing consistent rapid growth, both in terms of the numbers of participants and in terms of active involvement.

-- Environmental volunteers and voluntary groups are exceedingly issue-oriented.

-- Environmental organizations could become more effective by developing managerial and administrative competence in facilitating the work of volunteers.

-- Environmentally-concerned groups should pool scarce volunteer and financial resources.

-- A variety of government policies and practices frequently work against citizen input in decision-making processes.

-- Citizen input into decision making most commonly results from the initiatives of key policy-makers, not from policy direction on the part of the federal government.

Based on the above findings, 35 specific recommendations have been developed under the following broad categories:

I. The Federal Government Should Improve Procedures and Expand Opportunities for Effective Citizen Participation in Agency Decisions Affecting the Environment.

II. The Congress and the EPA Should Establish Machinery for the Redress of Citizen Grievances Concerning Agency Procedures.

III. Government and Industry Should Encourage the Growth and Activism of the Volunteer Environmental Movement.

IV. Volunteer Organizations Can and Should Work to Increase the Effectiveness of Their Organizations.

V. The Quality and Flow of Information and Technical Assistance to Environmental Volunteers Should be Improved.

VI. The Congress, Federal Agencies, and Private Philanthropy Should Act to Increase the Financial Resources Available to Volunteer Environmental Groups.

This report was submitted in fulfillment of Project No. R801243 under the partial sponsorship of the Environmental Protection Agency.

STEERING COMMITTEE MEMBERS

Mr. Joseph Browder
Environmental Policy Center

Dr. Glenn Paulson
Scientists' Committee for
Public Information

Ms. Freddie Mae Brown
Black Survival, Inc.

Mr. Ted Pettit
Boy Scouts of America

Mr. Steve K. Galpin
General Electric Company

Mrs. Marjorie Sharpe
Junior League of Chicago, Inc.

Mr. Roger P. Hansen
Rocky Mountain Center on
the Environment

Mr. Ross Vincent
Ecology Center of Louisiana

Mrs. Jeanne Malchon
Florida Council for Clean Air

Dr. Carol Wilcox
Citizens for Environmental
Protection

Mr. William Napier
National Wildlife Federation

Chairman:

Mr. Sydney Howe, Conservation Foundation

CONTENTS

Chapter		Page
	Introduction to Report	1
I	Conclusions	6
II	Recommendations	33
III	The Role of the Environmental Volunteer in America Today	95
	A. Introduction	95
	B. The Environmental Movement in Selected States and Communities	99
	1. Region III	99
	2. Region VIII	189
	3. Metropolitan Areas	275
	4. Small communities	322
	C. Independent Services to Citizen Groups	351
	D. Inner City Involvement in Environmental Issues	354
	E. A National Profile of the Environmental Organization	364
	F. A National Profile of the Environmental Volunteer	386

CONTENTS

Chapter		Page
IV	Case Studies of Volunteer Environmental Action	396
	A. Citizen Effort Passes Michigan "Right to Sue" Bill	396
	B. Volunteer Involvement in the Overton Park Case	400
	C. The Conservation Council of Virginia	405
	D. West Virginia Clean Streams Program: A Case History of Cabell County	411
	E. Volunteer Recycling Center in Washington, D.C. ..	414
	F. The Illinois Prairie Path	417
V	How the EPA Relates to the Volunteer Effort	421
	A. The Breathers' Lobby	422
	B. Summer Program for Action to Renew the Environment	426
	C. Youth Advisory Board	428
	D. The President's Environmental Merit Awards Program	431
	E. How Citizens View the EPA	435
	1. Region III	435
	2. Region VIII	438
	3. Metropolitan Areas	441
	4. Small Communities	443

CONTENTS

Chapter		Page
	F. Programs of the Regional Public Affairs Offices	445
	G. National Office of Public Affairs	453
VI	How Governmental Agencies Other than EPA Relate to Voluntary Environmental Efforts	457
	A. Citizen Relationships with Federal Agencies	458
	1. Region III	459
	2. Region VIII	462
	3. Metropolitan Areas	467
	4. Small Communities	470
	B. Citizen Relationships with State Agencies	473
	1. Region III	473
	2. Region VIII	477
	3. Metropolitan Areas	480
	4. Small Communities	481
	C. Federal Agency Programs with an Impact on Environmental Volunteers	483
	1. National Environmental Policy Act	483
	2. Federal Tax Laws	489
	3. Office of Environmental Education	493
VII	Bibliography	499
VIII	Appendices	506

TABLES

<u>No.</u>		<u>Page</u>
1.	Profile of Environmental Volunteers in Pennsylv- vania.....	106
2.	Profile of Environmental Organizations in Pennsylvania.....	110
3.	Profile of Environmental Volunteers in Virginia... 119	
4.	Profile of Environmental Organizations in Virginia.....	123
5.	Profile of Environmental Volunteers in West Virginia.....	136
6.	Profile of Environmental Organizations in West Virginia.....	140
7.	Profile of Environmental Volunteers in Maryland... 151	
8.	Profile of Environmental Organizations in Mary- land.....	155
9.	Profile of Environmental Volunteers in Delaware... 164	
10.	Profile of Environmental Organizations in Dela- ware.....	168
11.	Profile of Environmental Volunteers in District of Columbia.....	179
12.	Profile of Environmental Organizations in District of Columbia.....	183
13.	Profile of Environmental Volunteers in Colorado... 194	
14.	Profile of Environmental Organizations in Colorado.....	198
15.	Profile of Environmental Volunteers in Utah..... 208	
16.	Profile of Environmental Organizations in Utah.... 212	

TABLES

<u>No.</u>		<u>Page</u>
17.	Profile of Environmental Volunteers in North Dakota.....	222
18.	Profile of Environmental Organizations in North Dakota.....	226
19.	Profile of Environmental Volunteers in South Dakota.....	236
20.	Profile of Environmental Organizations in South Dakota.....	240
21.	Profile of Environmental Volunteers in Wyoming.....	249
22.	Profile of Environmental Organizations in Wyoming..	253
23.	Profile of Environmental Volunteers in Montana.....	265
24.	Profile of Environmental Organizations in Montana..	269
25.	Profile of Environmental Volunteers in St. Louis...	279
26.	Profile of Environmental Organizations in St. Louis.....	283
27.	Profile of Environmental Volunteers in Birmingham, Alabama.....	293
28.	Profile of Environmental Organizations in Birmingham, Alabama.....	297
29.	Profile of Environmental Volunteers in San Francisco.....	312
30.	Profile of Environmental Organizations in San Francisco.....	316
31.	Profile of Environmental Volunteers in Durango, Colorado.....	326
32.	Profile of Environmental Organizations in Durango, Colorado.....	330
33.	Profile of Environmental Volunteers in Amherst, Massachusetts.....	341

TABLES

<u>No.</u>		<u>Page</u>
34.	Profile of Environmental Organizations in Amherst, Massachusetts.....	345
35.	Regional Distinctions Among Environmental Organizations.....	380
36.	Regional Distinctions Among Environmental Volunteers.....	392
37.	Environmental Groups' Relationship with EPA in Regions III and VIII and in Metropolitan Areas.....	446
38.	Public Affairs Activities of EPA Regional Offices..	449
39.	Budget of EPA Office of Public Affairs (FY-72)	455
40.	Regional Distinctions in Organizations' Attitudes toward Federal Agencies.....	472
41.	Regional Distinctions in Organizations' Attitudes toward State Agencies.....	482
42.	OEE's Authorizations and Appropriations.....	496
43.	Office of Public Affairs -- FY-72 General Fund Budget	581

FIGURES

<u>No.</u>	<u>Page</u>
1. Environmental Groups Rate the Adequacy of Their Contact with Local or Regional EPA Offices.....	447
2. Environmental Groups Rate the Helpfulness of the EPA in Comparison with Other Federal Agencies with Which They Have Had Close Contact.....	447

INTRODUCTION

The great social changes that have taken place in America have been brought about by the unstinting efforts of volunteers. Volunteerism has shaped and reshaped American institutions. In its purest form, volunteerism is the essence of participatory democracy.

America is a nation unique in the political history of the world. More than any other nation, it is the sum of the energies and efforts of all its people. The American tradition of voluntary involvement -- of freely committing one's time and talents in the search for civic improvement and social progress -- gives extra dimension to the meaning of democracy. Richard M. Nixon

The voluntary environmental movement, perhaps more than any other social movement of this century, represents the involvement of large numbers of volunteers in political and social decision-making. The scope of public affairs concerning the environment is enormous, and so is the range of opportunity for citizens to become involved in environmental affairs.

People who become committed to the environmental movement undergo personal change which may, cumulatively, have a large social impact. Many environmental volunteers say that their ways of life have been adjusted significantly, particularly in terms of new patterns of consumption, smaller families, new

waste disposal habits, and major diversions of time from former pursuits. One volunteer said:

Involvement in the environmental movement has changed my life style primarily by making me constantly aware of the consequences of everyday actions, especially those involving consumption, travel, etc. I now constantly make a conscious effort to minimize or even make beneficial my impact on the land and ecological systems around me.

It is difficult to define all the origins of the voluntary environmental movement of the 1970's. It represents to a large extent the converging of a number of social change movements and professional disciplines toward a concern for the total human environment. It finds roots in the sciences, the design professions, consumerism, public health, outdoor recreation and many other fields.

Quite obviously, the environmental movement stems in good part from the conservation efforts that took hold in this country in the latter half of the 19th century. That early environmental volunteerism was concerned primarily with the conservation of forests and wildlife, and the first nationally-noticed victory of a voluntary environmental campaign was the setting aside of Yellowstone as the first national park in 1872. The beginnings of organization occurred in 1883, with the founding of the American Ornithological Union.

Through the rest of the 19th century and the first half of this one, the major foci of the conservation movement were

wilderness and wildlife protection, forestry, and soil conservation. Led by sport fishermen in the early 1900's, conservation volunteers first sallied into the broader arena of what are now called environmental issues in combat against water pollution. Between 1900 and 1930 the percentage of the country's population which was tied into sewer systems dumping untreated wastes into waterways grew from three percent to fifty percent. In the same period, communities across the country were beginning to realize that sanitation represented a major public health problem.

During the depression years conservation concern focussed on soil erosion in the dust bowl and elsewhere, as farmers struggled for survival. By the early 1950's, however, natural resource exploitation and industrial processes, which were producing a new affluence, began to result in large-scale environmental losses that the American people could increasingly see and feel. A growing population, with rising per-capita demands for goods and services, wondered if pollution would affect its health, if suburban sprawl could produce viable communities, and, in fact, if anything of wild America could survive. And new public unrest over prospects of over-population both at home and abroad, became identified with concern for natural resource supplies, biological systems and human living conditions.

In 1962 Rachel Carson published Silent Spring. The nationwide impact of this book brought into public prominence -- and helped to coalesce -- many strands of public concern for the quality

of life. Readers of Silent Spring saw that not only does man affect his environment, but the environment in turn affects man. The book accelerated a broadening of the interests of the environmental movement to encompass population, nuclear testing, and chemical and biological warfare.

During the 1960's revolutionary feeling became apparent in the country, with its primary evidence in the civil rights movement. By the end of the sixties, as civil rights successes became apparent, Americans had before them an example of activism producing social change.

In the same period, riots in the cities were making Americans aware of the tremendous social costs entailed in the decay of inner cities. And while many elements of public life interacted upon one another, the environmental impacts of still-rising economic demands were intensifying. More people became aware of the relationship of consumer "needs" to energy demands, and of energy demands and transportation habits to oil spills, dams across the Grand Canyon, emphysema, and cancer. Public health began to mingle in the public's mind with wildlife protection and wilderness preservation, over-population with nature protection, and the welfare of man with the welfare of his ecosystem. While the general public was becoming aware of environmental impacts, environmentalists were further broadening their concerns to include issues of urban and suburban living space.

The environmental movement today, like all social movements, is made up of many groups, It is hard-working professionals.

It is dedicated volunteers. It is concerned politicians. It is the interested media. These groups help to shape the beliefs and attitudes of the general public. And in turn the general public provides the support that is essential to make the environmental movement a force for social change.

What follows is a report on the volunteer segment of the environmental movement. We have defined a volunteer as someone working without pay or for a small stipend without expectation of economic gain. We have approached our study from the point of view of the volunteer, and many of our descriptions of problems, issues, activities, levels of cooperation, and governmental relationships represent the perceptions of volunteers. To these perceptions we have added the expertise and experience of steering committee members, staff, and consultants to arrive at our conclusions and recommendations.

Our purpose is to achieve an understanding of the voluntary environmental movement today, and of its needs. We feel that this movement has become a magnificent means of involving citizens in decisions that affect not only their daily lives but life itself. We hope that our study will facilitate and encourage the growth of the phenomenon which is its subject.

CHAPTER I

CONCLUSIONS

As concern for the environment has mounted in recent years, the volunteer environmental movement has expanded rapidly. Membership has surged and organizations have proliferated.

Small local groups as well as large ad hoc national coalitions have formed to undertake a particular project such as a recycling center or to do battle on one issue such as the supersonic transport or a new highway which would destroy a neighborhood or parkland. Other groups--new and old--have made a wide range of environmental problems their concern, undertaking research, distributing information, and pressing for public action on as many of these problems as time and other resources have permitted. As volunteer efforts have met with success, and sometimes failure or stalemate, some groups have disbanded, only to reform to try new tactics or to meet a new crisis.

Today the environmental movement is still growing, and public awareness of environmental issues along with it. No level of government has remained untouched by the movement. No agency head, major industry or interest group can fail to take account of the movement, even if in some instances this means only using the rhetoric of environmental concern. Rhetoric should not be discounted, however. It betokens the existence of a force that has already had an impact on attitudes and a thousand governmental decisions, and holds the potential of bringing about further change.

We have included in this report several case studies of effective volunteer action. Each of these examples of hard-fought and successful efforts could be matched by many others in which old and new groups and their determined volunteers joined to save a marshland, stop a barge canal, relocate an expressway, secure more stringent pollution control laws, and force an agency to follow prescribed procedures for including environmental considerations in its decision-making.

The victories of the environmental movement have not been easily won. Nor have any of the groups we surveyed and individuals we interviewed reported a problem-free organization or an unbroken string of successful efforts. Indeed, if anything, the emphasis has been on difficulties experienced in building viable organizations, in securing expert help when needed, and in dealing with government agencies.

It may be surmised that growth and achievement in themselves have resulted in increased organizational problems and frustrations for the movement. As more volunteers have come forward to serve, more demands have been placed on leaders to use them effectively. As a few agency doors have opened a crack to allow citizens to participate in decisions affecting the environment, the number that still remain closed has loomed larger. The good anti-pollution bills that have become law remain to be enforced. The environmental impact statements that have been prepared remain to be interpreted, and challenged if necessary. And inevitably, as the environmental movement has gained momentum and shown muscle,

interest groups and government bureaucracies that oppose some of the movement's objectives have looked to bolster their defenses.

We have summarized in this chapter major findings based on our own experience and on our recent study of the volunteer environmental movement--patterns of growth and participation, strengths and weaknesses in organization, problems in relations with government and industry, and the potential for further growth and achievement. Like other volunteer movements, the environmental movement shows great diversity. As indicated in following chapters, experiences differ from city to city and region to region. To each of our findings there will be exceptions. We believe all of the findings, however, reflect the shared experiences of a significant number of groups and volunteers.

Patterns of Growth and Participation

A multitude of environmental problems--some national or international in scope and some local, many of crisis proportions, and all increasingly felt in the daily lives of countless citizens--have led to rapid growth in the environmental movement in recent years. An oil-spill, the cumulative evidence on effects of pesticides, a blighted and rat-infested urban neighborhood, a species of wildlife threatened with extinction, an air pollution alert, a waterway threatened with thermal pollution from a new atomic power plant--any one or combination of these and other environmental problems have led concerned individuals to join the volunteer environmental movement and to act.

Eighty-two percent of the respondents to our questionnaire for individuals said that personal exposure to a particular environmental problem was important or vital in motivating their initial involvement in an environmental activity or organization. Over half of our total respondents listed the personal experience as vital to their involvement. Many of these individuals have joined existing organizations. Many also, newly concerned about environmental problems, or acting to meet a particular crisis, have formed a new organization. Hence both the number of environmentally active organizations, and the number of environmental volunteers have shown rapid growth in recent years.

Over half of the 609 organizations we surveyed began their active concern with the environment within the last five years. Out of this group, about half again became active around the time of Earth Day (22 April 1970) or later.

In our interviews, Earth Day 1970 was widely perceived as the peak point of public interest in environmental issues and of volunteer activity. Our questionnaire data clearly shows, however, that growth in the volunteer movement, which appears to have surged around the time of Earth Day, has continued since. Not only have a clear majority of organizations reported growth in total membership; 24 percent of the organizations surveyed reported their total membership as remaining steady, and only 13 percent noted a decline in total membership.

Most important, a clear majority of organizations also reported

growth in environmentally active members while 36 percent of groups surveyed reported their active members as steady in number. Only 13 percent of our respondent organizations reported a decline in total membership, and a mere 6 percent reported a decline in environmentally active members.

In sum, among the volunteers caught up in the excitement of Earth Day there are some who have since dropped out of the movement. But the core of dependable hard-working volunteers has grown. It is this core which does the bulk of the work in the environmental movement today.

Despite growth, the core of dedicated environmental activists remains relatively small. Fifty-one percent of all organizations surveyed indicated that 32 percent or less of their current membership actively participates in their organizations' work. Only 27 percent reported participation levels of 67 percent or better. Since about half of the organizations we questioned were not exclusively "environment/conservation" organizations, these percentages do not necessarily reflect levels of participation in environmental activities.

A better idea of current participation levels in environmental activities, and of what participation means in terms of volunteer man-hours contributed, can be gained from responses to our individual questionnaires. Fifty-seven percent of individual volunteers said they devoted an average of four hours or less per week to environmental activities. Twenty percent reported an average of five to eight hours per week, and 16 percent reported between nine and twenty-four hours. Seven percent contributed more than

twenty-five hours (four or more days) per week to the environmental movement.

It might be concluded that the 7 percent of volunteers devoting four or more days per week constitute the real moving force of the volunteer environmental movement. Such a conclusion would not convey the whole picture. The active core of the movement is indubitably small. But neither leadership nor leg-work can be measured in hours contributed alone. The busy executive or U.S. Senator who takes a few hours to chair a meeting, to make some telephone calls, to raise funds, or even merely to lend his or her name and letter-head to a cause, has made a significant contribution. This is equally true for the man or woman who holds down a part-time job, manages a household, and still finds time to organize a letter-writing campaign and to visit members of a state legislature on the average of one-half day a week.

In sum, the activist core of the volunteer environmental movement might be said to comprise all those individuals who go out of their way on a regular basis to contribute their time, their money and their prestige to the movement. This core is a minority of environmental volunteers, but it is a minority that is undoubtedly far larger than the 7 percent of volunteers contributing four or more days per week to the movement.

Strengths and Weaknesses in Organization

Two striking features of the volunteer environmental movement today are the issue-orientation of groups making up the movement and the proliferation in number of groups. These features help to account for some similarities we have found in the structure and problems of environmental groups and for some characteristic patterns of action we have identified. These features are great sources of strength for the environmental movement; they are also sources of weakness.

Indubitably, the issue-orientation of environmental groups has reflected the issue-orientation of their volunteers. Environmental volunteers have become involved in the movement because they wanted to pursue specific goals and to get results. They have joined a group to solve problems, and often they have perceived these problems as crises. The environmental movement has benefitted enormously in terms not only of membership growth but also of energies galvanized and expended without stint. And it has gotten results.

At the same time, intensely focussed on goals and moving from crisis to crisis, neither leaders nor volunteers have had adequate time and energy, or sometimes the inclination, to tend to the tasks that can assure long-term viability and increased influence for their organizations. Leadership development and volunteer training have suffered. If the group is between crises, it may have enough time, but not enough volunteers to perform

unglamorous but essential work such as reviewing environmental impact statements for projects in the group's region. If the group is engaged in a full-blown crisis, it may have more than enough volunteer manpower, but no one with the time to manage that manpower.

The issue-orientation of environmental groups fosters crisis involvement, but not crisis prevention. It fosters effective cooperation among groups on an ad hoc basis, but not on a permanent basis.

The proliferation of environmental groups has also been a source of strength for the movement. In some areas, the new group is the only environmentally active group; it fills a vacuum. In other areas, where environmentally active groups may already exist, the new group may focus on issues that existing groups have been unable or unwilling to tackle. More often than not, the new group, whether national or local, has a particular point-of-view on environmental issues or is intent on concentrating its attention on one particular problem. As a result, it may be able to attract volunteers who would have remained inactive but for its existence.

On the other hand, the proliferation of groups creates problems for the movement. First and most obvious, is the problem of competition for funds and volunteers. Only in rare instances do groups with similar interests decide to pool their limited resources.

The large number of groups also makes coordination of efforts and communication among groups more difficult. Not infrequently, several environmental groups working on the same problem in the same community arrive at different solutions. These different positions are picked up by the media, confuse the public, and give fuel to the opposition. A representative of the Bay Area Council in San Francisco (a board-of-trade type organization) stated that he regarded the major problem of the environmental movement to be its fragmentation. Speaking as a member of the business community he added: "If they (the environmental groups) ever got together, we'd be in trouble."

Money and Time

As might be expected, most volunteer organizations in the environmental movement need more funds to operate efficiently and to carry out their missions. All of the groups we interviewed considered lack of funds to be a major problem. Among the organizations we surveyed, over 60 percent reported funding to be a problem, and well over half of these said that funding is a major problem.

A majority of the groups we surveyed depend on memberships for the bulk of their funds. These groups are more likely than others to have small budgets. Annual budgets for 30 percent of our organizations are under \$500. Another 24 percent report budgets of between \$500 and \$2000, and still another 16 percent report budgets of between \$2000 and \$10,000. Eleven percent

of the organizations have budgets of over \$50,000.

In many areas of the country, we found that the groups we interviewed looked to the federal government as a potential source of financial support for their activities. Very few of these groups, however, seemed at all concerned about their ability to maintain their independence if they received substantial government financing.

Our questionnaire data shows that government funding may well influence to some degree an organization's choice of activities. For example, organizations receiving their primary financial support from memberships are likely to rely heavily on lobbying. On the other hand, organizations reporting government funds as their primary source of support are less likely to mention lobbying as an activity. It is possible, of course, that the most activist organizations either do not seek government funds, or do not receive such funds even if they seek them. Our data also shows that groups reporting government funds only as a secondary means of support are engaged in lobbying as often as groups relying on membership support.

For most of the groups we interviewed, increased funds were seen as a means to meet their need for full-time staff. Our survey shows that groups currently having some staff, whether volunteer or paid, are likely to be active on a wider variety of issues, to use a wider variety of tactics, and to engage more often in cooperative efforts with other groups, than groups lacking staff support. Our survey data also shows

that nearly half of our organizations stand in need of clerical help, central office space and office equipment.

Time is another resource in short supply. Almost half of the individuals responding to our questionnaire listed the expenditure of great amounts of time as well as money as a major consequence of their participation in the environmental movement. Time is eaten up by crises; it is also eaten up by meetings. Many activists belong to several different groups working on similar problems. Because these groups usually have not pooled their resources, their activist members may well attend a different meeting on the same subject every night of the week. Despite long hours, most activists find that they can't accomplish all the tasks they have set for themselves.

Leaders and Volunteers

The time pressures felt by activists contribute to leadership problems. And in turn, leadership problems intensify time pressures. Most of the volunteers we interviewed were also leaders of their groups. Preoccupied by crises and meetings, they lacked time to train others to share their burdens. More interested in issues than in techniques of effective leadership, many were also disinclined to use the time between crises for their own training as well as for the training of associates. Fifty-four percent of the organizations we surveyed listed leadership development as a problem they faced, and over half of these identified it as a major problem.

We often found lack of knowledge of how to delegate authority among the leaders we interviewed, and sometimes, little recognition of the need to learn this skill. Some leaders said that they would rather do a job themselves than take the trouble to teach others to do it.

As a result of inadequate leadership development, some groups become excessively dependent on one or two individuals to keep the organization going. When these individuals move to a new location, or become exhausted and drop their environmental work, the group may fold or go through a difficult period of reorganization.

Another result of inadequate leadership development is inefficient use of volunteers, particularly of those volunteers who need to be assigned tasks appropriate for the few hours per week they can contribute. In virtually all of our interviews we were told that the group being discussed needed an individual who could concentrate more time on the placement and supervision of volunteers. Usually, such responsibilities were envisaged for someone other than the person we were interviewing.

For some leaders, a choice must be made between working on issues and working with volunteers, and the choice is a traumatic one. They see the need for volunteer supervision but experience tells them that only the energies of a full-time or half-time staff person can meet this need. They cannot afford to hire such a person. And they feel that they cannot meet the need themselves lest they neglect the issues that have brought the group into existence.

Along with funding, the problem of motivating volunteers for service between crises was seen as a major problem by everyone we interviewed. Volunteers often drop out of a group once a crisis has passed. Leaders are unprepared to show that work between crises matters as much as work during crises.

Our questionnaire data confirms that many groups in the environmental movement experience some difficulty in motivating and making effective use of volunteers. Forty-six percent of our groups said that utilization of volunteers is a problem, and of these, 20 percent said that it is a major problem. For 32 percent of the groups we surveyed, training of volunteers is also a problem. And for as many as 58 percent of our groups volunteer recruitment is perceived as a problem, with 35 percent citing it as a major problem.

Our data shows that organizations that have been environmentally active for from three to nine years mention problems of recruitment, training, and utilization of volunteers more often than organizations that have been active for shorter or longer periods of time. We surmise that drop-out rates may be strong after the excitement and flurry of activity accompanying pursuit of a new project or formation of a new groups have died down. Hence recruitment of new volunteers may loom large as a problem for these organizations. At the same time, having acquired a few years of experience in environmental activities, these organizations may be focussing for the first time on problems such as training and utilization of volunteers.

Two special problems of volunteer recruitment in some areas of the country should be mentioned: job intimidation and a decline in

the availability of women for volunteer environmental work.

Pressure on employees from their employers to stay out of environmental work or to reduce their activity can take forms ranging from outright threat or dismissal to veiled hints that privileges may be withdrawn or advancement denied. A far greater proportion of the volunteers we interviewed perceived job pressures to be a risk of their involvement in the environmental movement than of respondents to our questionnaire for individual volunteers. Only 7 percent of questionnaire respondents listed pressure from their employers as a major risk of involvement; and only 3 percent stated that loss of job was a major risk. The individuals we interviewed, however, are among the most active and visible in the environmental movement, and in all probability are therefore most liable to be subject to job pressures.

A decline in the availability of women for volunteer environmental work is a phenomenon that was remarked on chiefly by groups and volunteers in the eastern part of the country. It may be that in this region paid job opportunities for women are expanding more rapidly than in other areas of the country. As women take advantage of these opportunities and combine a job with housework and raising a family, they may have less time or no time for volunteer work. The pool of volunteers may diminish accordingly.

Among volunteers responding to our questionnaire, 55 percent nationwide were male and 45 percent were female. In four eastern states alone the percentage of male respondents was also higher than the percentage of female respondents. In four western states taken alone, the opposite was true. These data can support the regional phenomenon reported above. However, since we have no data

from our individual or organization questionnaires on relative numbers of men and women volunteers in the environmental movement prior to 1972, we have no way of telling whether or not an apparent predominance of men among volunteers nationwide is a new development.

Communication and Cooperation

Rapid growth and the crisis orientation of the environmental movement have hindered the development of adequate mechanisms for regular communication and cooperation among volunteer groups. A tendency on the part of some groups to jealously guard their autonomy has also been a hindrance to cooperation.

Patterns of communication and cooperation differ state by state and region by region. In a few states we found contacts to exchange information and to arrange joint efforts to be regular and fruitful. But in most states, such contacts are sporadic at best. And in most regions, such contacts across state lines are almost non-existent.

In theory, contacts and cooperation between local groups affiliated with the same state, regional or national organization should be more easy to arrange than those between groups not so affiliated. But in fact, communication tends to be vertical between the organization's central office and its local affiliates rather than horizontal among the organization's affiliates in different areas. Moreover, to the extent that communication among local affiliates does take place, it involves relatively few groups.

Only 22 percent of groups responding to our questionnaire reported themselves to be local affiliates or chapters of larger organizations.

Forty-seven percent of the groups we surveyed said that lack of intergroup coordination of environmental activities is a problem, and among these, 19 percent maintained that this lack is a major problem. When our groups were asked how often they cooperated with other non-governmental organizations on environmental issues, only 41 percent said such cooperation was frequent. Forty-seven percent said that it was occasional, and 12 percent said that it was rare or non-existent.

When cooperative efforts are undertaken, they are far more likely than not to be informal and ad hoc rather than formal. Only 13 percent of our groups reported that they frequently engage in the formal exchange of personnel and material with other voluntary organizations working on environmental issues. Twenty-five percent reported that they often cooperate formally on joint projects. But only 3 percent said that they had formal joint budgets for projects. And only 9 percent reported formal written agreements on policies and programs.

Among the 347 organizations answering our open-ended question -- "What things can be done to foster greater cooperation among various environmentally concerned non-governmental groups?"-- 32 suggested greater attention to the reduction of duplication in efforts resulting from a plethora of local groups. Forty-nine specifically suggested the formation of an umbrella or coordinating council.

Thirty-two percent of the organizations responding to our survey reported that they belong to coordinating councils. However, both our interview information and our survey results showing low levels of formal cooperative efforts lead us to suspect that many of these councils are chiefly paper organizations, or that they coordinate the efforts of only a few out of many groups.

In those states and metropolitan areas we visited where coordinating councils have been active and effective, the following features have contributed to their success: Their competition with existing organizations for funds and volunteer energies has been minimal. They have focussed on areas of agreement rather than those of disagreement. Meetings and communication among member groups have been regular; and areawide participation has been encouraged, particularly by holding meetings in different parts of a state or region. Experienced leadership and at least a modicum of staff have been available.

Information

Many environmental groups experience difficulty in obtaining the information they need to deal with current environmental problems. They have even more trouble in obtaining the information they need in order to anticipate and deal with potential problems.

Thirty-six percent of groups surveyed reported that a lack of good environmental information services is a problem. Thirty-three percent called lack of technical advice a problem.

And 45 percent of groups responding considered lack of staff/ membership expertise to be a problem.

In part, difficulties in obtaining information can be linked to inadequate training for environmental volunteers. One volunteer just starting to work on a problem may not be aware that another volunteer in the same group has tackled a similar problem, and hence may repeat all the false starts and fruitless telephone calls made by the other before finding a source of information. Inadequate communication between environmental groups also means that different groups may cover the same ground and not learn from the experience of others.

The scarcity in some areas of scientific experts independent of government and industry and willing and able to give time, exacerbates the problem of obtaining good technical information. Further, the ordinary citizen often feels, or is made to feel by government agencies and others, that he or she cannot possibly hope to match wits with the experts. In fact, however, the local resident who has studied an environmental problem in his area may well have more to offer on the subject than the experts.

Sometimes the information problem takes the form of too much information rather than too little. Some local groups complain of being inundated with paper from the proliferating national environmental organizations. They are confused by the different positions taken by these groups and uncertain where to turn for the best advice and most reliable information.

Many groups expressed the need for a central source to which they could turn for information. Some suggested a need for a central source from which they could obtain positions on issues reflecting a consensus of environmental groups.

The committee believes that coordination of information services within the environmental movement can and should be improved and that a central clearinghouse to which groups could turn for guidance on information sources, and how to tap them would be helpful. The committee does not believe, however, that one central source of guidance on issues is either feasible or desirable. The diverse viewpoints and different approaches to problems represented within the environmental movement have contributed substantially to its strength.

Relations with Government and Industry

The information problem reported by many environmental groups appears most acute in their relations with government and industry. The information willingly provided by government and industry, and sometimes in great quantities, seems self-serving. On the other hand, the information that groups really need to develop responsible positions and to act effectively on environmental decisions is usually provided grudgingly if at all. Sometimes it has taken litigation or a vast campaign in legislatures and the media to pry loose needed information. But environmental issues are too numerous and the resources of volunteer groups too limited to permit the use of these methods in any but a few cases.

Most important, information when it is forthcoming, is usually provided at the last possible moment before a final decision is made or a project goes into construction. Government and industry reluctance to provide information in the initial planning stages of a project accounts in large measure for the crisis orientation of environmental groups.

Forced to act in the late stages of the planning process, citizen groups must concentrate their efforts on rallying enough public opposition to delay the project indefinitely or to stop it at a point when it already represents a substantial investment. Alternatives that should have been considered earlier may no longer be feasible. Government and industry waste vast amounts of time and money as a result of a system under which so many projects reach the brink of implementation before a public confrontation on their merits takes place. Environmental groups, in turn, must expend energy and money to stop projects when they would rather use their scarce resources for constructive efforts.

Problems in relations with government in particular go beyond those of obtaining timely information to those of effective citizen participation in decision-making. Fifty-two percent of our organizations listed the unresponsiveness of government as a problem. Over half of these said that the unresponsiveness of government is a major problem. Among those we interviewed there was a strong feeling that the mechanisms that have been developed to allow citizen participation are mere formalities, staged for the public record but in fact having little impact. Government agencies, it was felt, are defaulting on their basic responsibility to aggressively promote citizen participation in decision-making.

The hearing process was specifically singled out for criticism. In many areas of the country which are remote from Washington and the federal regional centers, hearings may provide the only opportunity to participate in environmental decision-making. Yet hearings, it was felt, usually take place after the basic decisions have been made. Moreover, citizens wishing to testify are discouraged from doing so by requirements that they state their technical or other qualifications to make a contribution. Often the information on which they are being invited to comment requires lengthy study but is provided only a short time before the hearing is to take place.

Good relations with agency field representatives can be a source of frustration because these representatives are often overruled by supervisors in regional or Washington offices. It is not unusual, in western areas of the country to find a local Forest Service agent who is well-liked and respected. He lives in the community and understands its problems. But residents of the community do not transfer their liking for him to the agency. They believe the local agent is as impotent as they are.

Some of the volunteers interviewed felt that they had had good access to agency information and some impact on decision-making. Usually, however, they attributed these experiences to the personal convictions of the agency official involved rather than to agency policy.

The Potential of the Volunteer Environmental Movement

In a relatively short span of years, the environmental volunteer movement has become a significant force for constructive change on the American scene. It has had an impact on the economic behavior of individuals and corporations. It has changed the ways Americans interact with one another and their environment. It has been heard by all levels of government and government has begun to respond.

Our committee believes that the environmental movement holds the potential to effect further change on the American scene--to grow, to add to its achievements, and thereby to contribute further to the building of a healthy and just society. The extent to which this potential is realized in coming years will depend in large measure on three factors: 1) the willingness of government to live up to the rhetoric of citizen participation in decision-making; 2) the capacity of environmental volunteer groups to reshape their organizations and mobilize their volunteers for sustained positive action; and 3) the ability of the environmental movement to reach out to, and appeal to an ever broader spectrum of the American public.

Effective Citizen Participation in Governmental Decision-Making

We have recorded throughout this report assessments by environmental groups and volunteers of governmental agencies, policies and personnel. Often these assessments have been negative.

They reflect not just disagreement with this agency decision or dislike for the way that agency goes about its business, but a deep sense of frustration and distrust that extends to the whole governmental process.

Despite their many achievements we often found a feeling of helplessness among the volunteers and leaders we interviewed. Government bureaucracies were viewed as monoliths, unresponsive to the elected officials charged with their direction as well as to the citizens they are supposed to serve. Agencies had infinite resources at their disposal to delay and resist changes for which citizen groups with minimal resources had mustered significant public support.

In part, the frustrations we found can be attributed to the suddenness with which the environmental movement has emerged as a major force on the national scene, and the newness and complexity of some of the issues being tackled. There are bound to be time-lags between action on a problem by an environmental group, widespread public recognition of the problem, and response by the cumbersome machinery of government on which other interests are also pressing.

In part also, there may be a tendency on the part of some groups and volunteers to externalize the problems of their organizations. Rather than set about the tasks of gearing up their groups for sustained action, and for the long process of winning less than convinced environmentalists to their side, it

may be easier to blame government or industry, or lack of funds for an effort that has not met with instant success.

But in far greater measure, we believe that the discontents expressed by volunteer environmentalists relate to significant and very real flaws in our governmental process. Moreover, the discontents we have reported are by no means limited to the environmental movement or to volunteer groups. A sense of alienation from government is shared by many sectors of the public.

In the chapter that follows we make numerous recommendations for improvements in agency procedures. We do not pretend that these recommendations offer any more than partial solutions to the problem of making government more responsive to its citizens. But overall, they do reflect our conviction that our governmental institutions can be made to work better and that an effort to press for improvement is far from futile.

An Environmental Volunteer Movement Organized for Sustained Action

The intense excitement of Earth Day has died down. But it has left behind a substantial and still growing body of environmental volunteers. These volunteers are the present and future mainstay of the environmental movement. It is essential that the movement focus more attention on their motivation, training and effective utilization.

It will probably always be true of the environmental volunteer movement, as well as of other volunteer movements, that a minority

of dedicated activists carries the greater part of the work-load. But this minority needs to renew itself and grow in number. And it needs to tap more efficiently than it does at present the energies and diverse talents of the majority of volunteers.

In particular, trained volunteers, in greater numbers, will be necessary to perform the critical daily tasks of planning and agency watchdogging that will enable the movement to turn more of its attention to crisis prevention and to constructive participation in environmental decisions. The movement will continue to have to deal with full-blown environmental emergencies. But it must also work to reduce their frequency.

Further, we believe that cooperation and communication among environmental groups at all levels--neighborhood to nation--must occur on a more regular and formal basis than at present if the movement is to use to maximum effect its available resources. Wherever possible these resources should be pooled to support such basic common needs as staff, office space and equipment, and information.

We do not mean to suggest that present ad hoc forms of cooperation should be supplanted, so much as to suggest that they should be supplemented. The environmental movement has gained much of its force from ad hoc coalitions formed to address a particular issue or to meet a particular crisis. To increase its effectiveness over the long run, however, the movement must develop additional and more permanent modus operandi.

An Environmental Movement Prepared to Reach Out to All Americans

Finally, the environmental volunteer movement needs to mount a determined effort to broaden its base of public support. The long-term viability of the movement and its future as a significant force for social change depend perhaps in greatest measure on the outcome of this effort.

Increased attention to education, and to communication with the public will be necessary. The environmental movement cannot alone shoulder the task of restructuring the American education system to include more emphasis on the environment. But it can suggest to others what is needed and prod them to act, even as it increases its own efforts in the field of education. It can also develop more sophistication in the use of communication techniques to get its message across.

But building public support is not just a question of environmentalists getting their message to others and winning converts to their cause. It is also a question of environmentalists being sensitive to the messages of other groups seeking social change, and taking the needs of these groups into account in seeking solutions to environmental problems. For such two-way communication to take place, the environmental movement must reach into more homes and communities than it does at present, particularly in urban areas. And it must reach out to other social movements and arrange for mutual cooperation when possible.

The environmental movement today already comprises many and diverse interests and groups. Its volunteers look on environ-

mental issues as touching every facet of their daily lives. Hence perhaps more than other social and political movements, the environmental movement holds the potential of relating to the aspirations of all Americans. It can and should realize this potential in full.

CHAPTER II

RECOMMENDATIONS

INTRODUCTION

The recommendations we present in this chapter have been developed from careful consideration of the needs and problems of volunteers in the environmental movement. We have tried to cover all aspects of environmental volunteerism: political activism, community service, consumer groups and youth groups.

As we began our project, the EPA Task Force on Environmental Education was completing a report on EPA's mandate and program needs in education, which was submitted to EPA on January 7, 1972. Since we did not wish to duplicate the work of this task force, we did not deal with EPA's mandate to assist institutionalized environmental education. We did consider community needs for environmental information, however, and EPA's legitimate role in meeting these needs. Our two reports are complementary in many respects, and we have therefore included among our specific proposals to EPA, a strong recommendation that the report of the Task Force on Environmental Education be made public.

Although we have focussed on the needs of volunteer environmental groups, we believe many of our proposals would be equally helpful to other volunteer groups. We have therefore drafted some of our recommendations broadly, so that they could apply to all types of volunteer activity. Where we have not

made this expansion, we urge others to do so.

Because we operated on an Environmental Protection Agency grant, we made many recommendations concerning ways EPA can best relate to volunteer environmental groups. We had neither the time nor the funds to conduct an in-depth study of the other federal agencies with environmental mandates. Several of the recommendations we make to EPA are equally applicable, however, to these other agencies. We urge EPA to circulate our report to these agencies. And we urge these agencies in turn to give the report their most careful consideration.

We have organized our specific recommendations under the following six umbrella recommendations:

- * The federal government should improve procedures and expand opportunities for effective citizen participation in agency decisions affecting the environment.
- * The Congress and the Environmental Protection Agency should establish machinery for the redress of citizen grievances concerning agency procedures.
- * Government and industry should encourage the growth and activism of the volunteer environmental movement.
- * Volunteer environmental organizations can and should work to increase the effectiveness of their organizations.
- * The quality and flow of information and technical assistance to environmental volunteers should be improved.

* The Congress, federal agencies, and private philanthropy should act to increase the financial resources available to volunteer environmental groups.

I. THE FEDERAL GOVERNMENT SHOULD IMPROVE PROCEDURES
AND EXPAND OPPORTUNITIES FOR EFFECTIVE CITIZEN
PARTICIPATION IN AGENCY DECISIONS AFFECTING THE
ENVIRONMENT

Recommendations Concerning EPA

The EPA should establish 10 Regional Citizens
Advisory Boards to the regional EPA administrators,
and a National Citizens Advisory Board to EPA's
national administrator. The members of the
advisory boards should be representative of
environmental interests.

Relation to Existing EPA Advisory Boards

The advisory boards we propose will differ from existing EPA advisory boards in that they will represent EPA's natural constituency -- environmentally concerned citizens -- and only this constituency. In this sense, they will be comparable to the National Industrial Pollution Control Council, which reports to and represents the constituency of the Department of Commerce.

There are currently thirty advisory boards to EPA, only two of which are non-technical in nature. These are the Presidentially-appointed air and water quality boards, which include members from private industry and universities and at present, only two individuals who come from recognizable

environmental backgrounds. The two boards have focussed public attention on particular pollution problems by holding hearings in various areas, but have been discouraged from getting involved in EPA policy decisions. Their small staff is responsible to the EPA administrator, and their combined budget is \$94,000, as opposed to \$450,000 for the National Industrial Pollution Control Council.

While the air and water quality boards serve a useful function, we foresee for the advisory boards proposed here a more significant role in the provision of policy advice. To those who would take exception to the exclusive representation of environmental interests on these boards we respond that industry and other interests have ample access to the policy-making machinery, in part through their membership on other boards. Further, industry has greater resources for media campaigns and lobbying than environmental groups. EPA, we believe, should welcome the backing an advisory board of environmentalists could provide for the fullest exercise of EPA's regulatory authority. Environmentalists, we are convinced, have acquired valuable experience which should be made available to EPA on a regular basis.

Functions of Proposed Regional and National Advisory Boards

The principal function of these new boards will be to receive citizen views on EPA policies and to transmit these views along with board comments to the respective regional and national EPA administrators. The boards will also solicit and transmit views on pending EPA policy decisions and on

alternatives to current policies.

Where citizen comments on EPA policies and rule-making procedures have been made directly to the national administrator or to other government agencies, the national advisory board should be entitled to receive copies of these comments. Both regional and national boards should have access to all information that goes into the making of major EPA decisions.

We believe that both regional and national boards should follow the practice of making public their reports to EPA administrators, and that the boards should have full authority to make public their official recommendations to the administrators.

In general, it should be EPA policy to consult the advisory boards while decisions are being made and not merely after decisions have been reached. A sounding board is a more useful and constructive body than a board limited to reacting after the fact.

Membership of Boards

Members of regional and national advisory boards will be appointed by the respective EPA administrators. Appointments should be made only from recommendations submitted by organizations that are clearly associated with efforts to improve environmental quality and that are independent of any major economic interests. In the case of the regional boards, recommendations should be solicited from appropriate state and local organizations, and the states in each region should be

represented on the boards in numbers roughly proportional to their population. In the case of the national board, two-thirds of the members should be appointed from recommendations submitted by the regional boards with each region equally represented, and one-third should be appointed from recommendations submitted by appropriate national organizations.

Individuals recommended for board membership should be strongly associated in either a volunteer or vocational capacity with efforts to improve environmental quality. Representation on the boards should include but need not be limited to environmental, conservation, youth, inner city, consumer and academic groups. At least one-fourth of the members of each regional board and of the national board should be grass-roots volunteers.

Board members should serve for fixed periods and terms of service should be staggered so that new individuals are worked into the advisory process at regular intervals.

Board Meetings

All of the advisory boards should meet at regularly established times. Meeting locations for the regional boards should rotate among the states in the region. Meeting locations for the national board should rotate among the EPA regions.

In all instances when decisions are being reached on recommendations, the proceedings of both regional and national boards should be open to the public.

Funds and Staff

EPA should request and Congress should appropriate funds for the hiring of staff by the regional and national boards and for publication of board reports. Each board should be responsible for hiring its own staff, and the staff in turn should be responsible only to the board. In addition, funds should be made available for the payment of all expenses incurred by members of the advisory boards in the performance of their duties.

In a report we cite in chapter six (House Report 91-1731), the House Committee on Government Operations states: "Public advisory committees dealing with public policy issues should be as independent as possible and free from the source of their appointment." We concur.

Each regional advisory board, jointly with its EPA regional office, should sponsor an annual seminar on EPA programs and policies in one or more central locations in the region. These seminars should be aimed at environmental citizen leaders, but be open to the public.

The purpose of these seminars would be not merely to inform, but to obtain a genuine give-and-take discussion of EPA policies, programs, and legislative requests -- those in the proposal stage as well as those already implemented. Problems of particular concern locally -- for example, those of predator control, strip mining, or nuclear power -- should be featured along with those of national concern.

The citizen advisory boards should have the chief responsibility for developing the agenda for the annual seminars. It

should be EPA policy to require the attendance of the regional EPA administrator at these seminars.

The seminars should be preceded by the widest possible publicity, and their cost borne by the regional EPA offices. In areas of great geographic diversity or extent, seminars should be held annually in each state of the region. In regions where annual seminars in each state are not held, the locations of the seminars should rotate.

In order to maintain contact with citizen groups, a citizen participation unit, modeled on the Region III team, should be established in each EPA regional office.

The functions of these citizen participation units would be to reach out to environmentally active groups, to keep them informed on a day-to-day basis of agency statements and actions of interest to them, and to ensure that the regional offices are kept aware of the range and variety of environmental groups active in the region. Unlike the regional advisory boards, the citizen participation units would not have a representation function and would not be a source of formal advice to the regional administrator.

The citizen participation unit in the Region III Philadelphia office (see chapter 6) currently consists of two law students working part-time for EPA. The youth interns presently in the regional offices could also serve these functions. We do not mean to tie this recommendation to either law students or youth, however, but merely to suggest ways in which citizen participation units could be rapidly established with a minimum of expense and/or reorganization.

The Citizen Support Division of EPA's Office of Public Affairs should be revived and expanded.

The Citizen Support Division, formerly known as the Public Service Division, has offered refreshing evidence that public affairs can mean more than routine public relations. The Breathers' Lobby (see Chapter 6) is a good example of the innovative programs developed by this division to promote genuine citizen participation in EPA actions to protect and enhance the environment.

As the result of a recent reorganization of the Office of Public Affairs, the Citizen Support Division acquired its present name, suffered a severe cutback in staff, and received instructions to work more closely with interest groups such as the National Association of Manufacturers and the National Sheepherders Association. The division narrowly missed being disbanded and its functions transferred to EPA's regional offices.

We recommend that the Citizen Support Division be adequately staffed, and that its mandate to promote genuine citizen participation in agency programs be restored without ambiguity. We further recommend a continuing effort to develop new citizen participation programs, and the appointment of an individual in each of EPA's program offices to cooperate with the Citizen Support Division in this effort.

We recognize that the move to decentralize administration of the Citizen Support Division's programs arose in part from a

legitimate feeling on the part of some regional administrators that they had not been adequately consulted in the awarding of grants to local groups, and as a result, inappropriate groups had received funding in some instances. We recommend that this problem be met by improved communication between the Citizen Support Division and the regional offices. On balance, we believe that central administration of the grantee selection process affords needed protection against local political pressures.

The EPA should develop a program for citizen participation in the granting of effluent permits.

We believe it essential that informed citizens participate in the analysis of applications for effluent permits and in decisions to grant such permits. To facilitate this participation, we recommend an EPA program of small grants to citizen groups for the purpose of conducting statewide educational campaigns regarding pending permit applications. This program should be modeled on EPA's successful Breathers' Lobby program.

If and when a new water pollution control bill emerges from House-Senate conference committee and is signed into law, the currently stalled effluent permit program will be revived, and a tremendous number of permit applications will have to be evaluated in a relatively short period of time. The grant program we propose will help to ensure that an informed public stands ready to participate in this process.

Our committee strongly supports the Senate version of the proposed water pollution bill, which gives EPA meaningful controls over the issuance of individual effluent permits, and which is

more responsive to the needs of citizens both in its citizen suit provisions and in its hearing procedures. It is possible, however, that a weaker version will emerge from conference committee under which basic permit-granting authority will totally reside in the states, and EPA will be able to step in only if it is willing to make a finding that the whole state program is inadequate. It is also possible that citizens will be able to take court action only if they have previously intervened in the administrative process or can show that the proposed permit directly affects their interests.

A water pollution control law weaker than the Senate version would render even more necessary the citizen group grant program we have recommended.

Whatever the provisions of the final law, EPA will find it necessary to issue guidelines to the states on instituting the permit process. We strongly recommend that these guidelines provide for citizen participation in the permit program. Specifically, the guidelines should require:

- * adequate public notification of both an application for a permit and the intention to grant a permit;
- * public hearings; and
- * release of all technical documents supporting a permit application.

The EPA should encourage formation of and fund a task force composed of representatives of independent, environmentally concerned citizen organizations to study and report on the statutory mandates for citizen participation in EPA's decision-making process, and to recommend legislation needed to fully carry out these mandates.

The task force we propose would address two basic problems:

First, both EPA personnel and citizen groups lack understanding of the range of legislative acts, administrative regulations and Executive Orders mandating citizen participation in EPA decision-making. In the case of EPA personnel, the technicians' attitude too often prevails despite known citizen participation requirements: "I know best...I'll make the decision, and you support it."

Second, the Office of General Counsel of EPA currently interprets EPA's laws to say that when funds have not been specifically appropriated for citizen education and involvement, money cannot be spent for these purposes. Hence if the proposed water pollution control bill emerges from conference committee with a requirement that EPA's Administrator establish guidelines for citizen participation in water quality programs, these guidelines cannot be implemented unless EPA requests and receives an appropriation earmarked for this purpose. The Office of General Counsel has also ruled that citizens' travel expenses to hearings and workshops sponsored by EPA cannot be paid by EPA.

At least one half of the members of the task force should have legal competence. Further, the task force should be funded by an EPA grant rather than by contract in order to ensure the task force's freedom to reach independent findings and make them public.

Using the task force's report, EPA should prepare a basic brochure for citizens and EPA personnel setting out citizen rights to influence agency policy as defined by statutes, regulations and Executive Orders.

EPA should also prepare, on the basis of the task force's recommendations, a legislative package for Congress in which the necessary authority and funding for the agency's citizen information, education and participation programs are requested.

The EPA should release for public discussion the report of its Task Force on Environmental Education along with formal EPA comments on the report.

We find it of very considerable interest that the report we have prepared on the environmental volunteer complements in many respects the January 7, 1972 report of EPA's Task Force on Environmental Education. We are particularly struck by the fact that independently we have come up with many recommendations that parallel those of the task force both in substance and philosophy.

We are, for example, in basic agreement with the following four task force propositions on the information policies under which the EPA might eventually operate:

1. In order to equitably perform its primary task of pollution control, the EPA should be concerned with virtually every environmental issue (e.g. population, land use, poverty, urban decay, overconsumption, transportation). Therefore, 'informationally' the agency should be comprehensive; 'operationally' it should be limited.
2. As a regulatory agency independent of any promotional interest (other than protecting the environment), EPA is unique. As such, it could provide the public with various views on a broad range of environmental issues.
3. While eventually there will be a net of federal advisory organizations and operating agencies sharing the burden of maintaining environmental quality EPA should move ahead as one of the nation's general environmental advocates.
4. It is the basic obligation of any agency of the federal government to both define its central mission and seek support for that mission from the public. This obligation justified EPA to be deeply involved in environmental education.

We are further in basic agreement with the following task force conclusions:

EPA should be devoted to action and should make every sensible move to foster the organization of citizen groups and encourage them to become concerned with the environment. These groups are potentially the most independent force in our culture. All others, political, industrial, agricultural, military, transportation are concerned with promoting needs and issues that may present a conflict of interest with environmental protection.

It follows that we are greatly disappointed that EPA has thus far declined to release the report of the Task Force on Environmental Education, or indeed even to comment formally on the report. Since the task force has dealt with EPA's basic

mandate to serve the public and to involve the public in its proceedings, we believe it particularly important that EPA release the report for public discussion, and urge that this be promptly done.

Recommendations Concerning Other Federal Agencies

The Office of Management and Budget, in consultation with the Administrative Conference of the United States, should establish guidelines for uniform public hearing procedures to be followed by all federal agencies. These guidelines should appear first in draft form in the Federal Register with sufficient time allowed for comment by interested citizens.

Our committee recommends that these guidelines include the following new or improved procedures:

1. Public hearings, where required, should be held as early as practicable during agency consideration of potentially controversial actions. In this way hearings can serve as forums for genuine consultation and not just as forums for citizen protest.

2. A notice of each hearing should appear in the news media and be mailed to interested private and public sector parties as soon as the hearing is scheduled by the agency but no less than 45 days before the hearing is to take place. When appropriate, other means of notification -- for example, radio, telephone and telegraph -- should be used to ensure that the largest number possible of potentially interested parties is informed.

3. Any hearing on an issue that holds more than local interest should be convened at several different locations in a state, or a region, or in the nation, as necessary to ease travel hardships and to facilitate attendance and testimony by a cross-section of the concerned public.

4. Filing fees for hearings and requirements for the submission of statements in more than one copy should be abolished.

5. Witnesses should be scheduled in advance in order to ensure maximum participation and allotment of adequate time for testimony, provided that such scheduling is not used as a bar to unscheduled testimony.

6. Full opportunity should be provided for exhibits, including maps, drawings, films and slides, by both public and private sector witnesses.

7. Cross-examination or questioning of government witnesses should be permitted, particularly in instances where these witnesses are acting as proponents of the action or project at issue in the hearing. The hearing guidelines should set out the ground-rules for such questioning.

8. Records of hearing proceedings, including a summary thereof, should be promptly reproduced and made available to the public at cost. No quantity limits should be imposed. At least one free copy of the proceedings should be made available to all parties participating in the proceedings and to all those wishing to submit comments for the final record or to participate in further consideration of the proposed project or action. This requirement is needed to assure the provision of data

essential for informed action to citizen groups who cannot afford to buy this data.

If the Office of Management and Budget (OMB) changes an agency decision that has been subject to public review in a hearing, a new hearing should be held by the OMB on the change. The OMB should be required to explain publicly its decision to overrule the agency.

A frequent complaint of volunteers we interviewed was that decisions made in the field are overturned in Washington. Another frequent complaint was that decisions made by a publicly accountable agency are sometimes overturned by the OMB -- an agency unaccountable to and unreachable by most citizens. While we recognize the need for a professional staff that is directly responsible to the President, we feel that this staff should also be publicly accountable when it changes decisions based on public review.

The Council on Environmental Quality (CEQ) should amend its guidelines to the National Environmental Policy Act in the following respects:

1. The term "major federal actions significantly affecting the quality of the human environment" should be clarified to give the agencies more specific guidance on the stage at which a federal action becomes significant enough to warrant an environmental impact statement.

The CEQ guidelines (section 10[a]) state that:

"Agencies will need to identify at what stage or stages of a series of actions relating to a particular matter the environmental statement procedures of this directive will be applied."

In actual practice the agencies have chosen to complete and make public a draft statement just before final action is to be taken or construction begun, that is, after the agency's basic decision to go ahead with a project has been made. The citizen who wishes to comment is relegated to protesting a fixed decision, or at most, to achieving some minor modification of the program.

2. CEQ Guidelines 6[a(IV)] should be amended to require that agencies, in their studies and reports on alternatives to a proposed project, develop procedures to solicit suggestions from concerned groups and citizens on which alternatives should receive such agency consideration.

Too often, agencies appear to overlook either through inadvertance or conscious policy the most feasible and least disruptive alternatives to the project they are proposing. As a result, when and if these alternatives are introduced into public debate it may be too late to give them the serious study they deserve or it may no longer be practical to implement them. The CEQ guidelines should be amended to require early consultation with the interested public on alternatives, and at the very latest, at the outset of preparation of an impact statement.

3. The CEQ guidelines should direct federal agencies to prepare and maintain lists of each major agency action for which a determination to initiate a draft impact statement has been made. The address of the regional or other office responsible for draft preparation should also be listed. These lists, revised monthly, should be available to the public upon request.

Each agency should be required to develop procedures for notifying potentially interested parties of the availability of such lists.

4. Each draft environmental impact statement should include an appendix listing every study or report considered in the preparation of the draft which may contribute to public understanding of the subject matter. The name of the bureau or office responsible for draft preparation and a summary of the disciplines used in preparing the statement should also be included.

Studies or reports listed in this appendix should be available to the public on request.

5. CEQ guidelines (section 10[b]) should be amended to detail specific procedures to ensure the "fullest practicable provision of timely public information and understanding."

Both the National Environmental Policy Act and Executive Order 11514 to implement the Act require that impact statements be made available to the public. At present, CEQ guidelines do not spell out this requirement but simply instruct the agencies to "develop procedures to ensure the fullest practicable provision of timely public information and understanding of federal plans and programs with environmental impact in order to obtain the views of interested parties."

Currently, the only regular way citizen groups appear to receive information on what environmental impact statements have been submitted is through CEQ's 102 Monitor. This publication is issued only once a month, and some of the information it contains may be over seven weeks old (or nearly two-thirds of the required time between circulation of a draft statement and construction on a project). To the extent that agencies have developed procedures to ensure "timely public information," these procedures are not working.

The phrase "available to the public" that appears in NEPA and Executive Order 11514 should be construed to require more than the publication of legal notices in news media, or the publication of summaries in the 102 Monitor. It should additionally be defined to require that the agencies contact directly by correspondence, or other appropriate means those in both the public and private sector who the agency knows to have a special interest or expertise concerning the project or program.

6. The CEQ guidelines should be revised to clarify under what conditions an agency should decide to hold a public hearing. This portion of the guidelines should put greater pressure on the agencies to hold hearings.

At present, public hearings are not usually held unless there has been a vociferous citizen outcry regarding a specific project.

7. CEQ guidelines (section 10[b]) should be amended to expand the time allowed for agency and public review. A two-step comment process should be required; first agency comment, then public comment.

Basic problems are often not uncovered until other agencies, such as EPA, have completed studies and released findings. It is only at this point that meaningful public reaction and review begins. The public is frequently unaware that a project is even planned until the draft impact statement is released. Citizen groups should be allowed a decent length of time to complete their own analysis of the statement.

II. THE CONGRESS AND THE EPA SHOULD ESTABLISH MACHINERY
FOR THE REDRESS OF CITIZEN GRIEVANCES CONCERNING
AGENCY PROCEDURES

The United States Congress should establish on a pilot basis an Office of Environmental Ombudsman in at least two federal regions. If this pilot program proves successful, as we believe it will, the Congress should proceed to establish Ombudsman offices in all ten federal regions and to expand the jurisdiction of these offices as needed to agency actions in fields other than the environment.

We have limited our initial proposal to a pilot program and to the environment because a pilot program can be speedily established, and because our study has focussed on the needs of the environmental volunteer. We are convinced, however, that many sectors of the public could use the services of regional federal ombudsmen, and urge other interested groups to expand our proposal accordingly.

According to an Administrative Law Review article, "The Ombudsman and Human Rights," by Bernard Frank:

The 'Ombudsman' is an independent government official who receives complaints against government agencies and officials from aggrieved persons, who investigates, and who, if the complaints are justified, makes recommendations to remedy the complaints.

Ombudsmen have been described as both "citizen protectors" and

"external critics."

The current trend of establishing ombudsman offices began in Sweden in 1809 with the creation of the office of Justitieombudsman. Ombudsmen now exist at the national level in Sweden, Finland, Denmark, Norway, New Zealand, Guyana, Tanzania, Great Britain, Mauritius, Northern Ireland, and Israel.

In the United States, ombudsmen have been established at the State level in four States, and in 1971, proposals for ombudsmen were pending in 26 other States, as well as Guam and Puerto Rico. At the local level, some 44 cities, school districts and counties have established comparable complaint-handling machinery.

Typically, the ombudsman is either a lawyer or has some legal background. He is usually appointed by the legislative body--predictably, none of the ombudsmen have been empowered to examine the work of legislatures. There are significant jurisdictional variations from country to country. Some ombudsmen have authority over the courts, others over the national administration, the military, or local governments.

Services of the ombudsman can be sought by individuals or organizations without any formality. In five countries, complaints to the ombudsman must be written and signed. Only one country requires a small filing fee. Ombudsmen services are generally limited to matters not otherwise reviewable. In most countries ombudsmen do not have to wait until a complaint is filed, but can

investigate matters on their own initiative. Some of the ombudsmen regularly inspect governmental establishments within their jurisdiction. Others automatically review rules and regulations promulgated by the authorities subject to their oversight. The bulk of the ombudsman's activities, however, invariably involve the investigation of citizen complaints.

Ombudsmen offices are staffed and funded in all countries we have studied. The ombudsman can decline to act on complaints, but must give the citizen a detailed reason for his decision. Ombudsmen frequently seek to informally change official determinations that offend some citizens but that are not strictly illegal or otherwise open to criticism. Another valuable service the ombudsman can perform is to explain seemingly arbitrary agency decisions to the citizen.

Walter Gellhorn (Ombudsmen and Others: Citizen Protectors in Nine Countries) states that: "Ombudsmen have made invaluable contributions where the problems they have investigated have been perceived as a symptom of a general problem rather than a self-contained episode."

In two countries, ombudsmen can commence disciplinary procedures against recalcitrant officials. Usually, however, they rely on voluntary compliance--frequently using public opinion to goad change. Ombudsmen often suggest changes in legislation or administrative practice.

The Congress, in recent years, has held hearings on several ombudsman proposals. One such proposal, sponsored by Representative Henry Reuss of Wisconsin, would establish an ombudsman office within the Congress to process constituent complaints. We note with interest, that a related proposal, introduced by Senator Jacob Javits of New York and Representative William Steiger of Wisconsin, provides for a demonstration program comparable to the one we have suggested. Under their proposal, regional ombudsman offices would deal with individual complaints against federal administrative actions particularly affecting the poor, and hence would have jurisdiction chiefly over the Departments of Health, Education and Welfare, and of Labor, and the Office of Economic Opportunity.

Our committee recommends that the pilot Offices of Environmental Ombudsman and an eventual full-scale ombudsman program, meet the following criteria:

-- Both the pilot program and the full-scale program should be organized on a regional basis with the ombudsman offices located in the headquarters cities of the federal regions. The geographic size and population of the country would make a single ombudsman operating out of Washington ineffective. To handle the volume of complaints, a centrally located ombudsman would need such a large staff that his office would become another bureaucracy, with the ombudsman unable to keep track of all the decisions made in his name.

-- Each ombudsman should be appointed by the Congress in a manner designed to assure his independence of the executive

branch, and his political impartiality. His term of office should be fixed, and his removal from office should occur only if he fails to perform properly his official duties.

-- Whether two or ten in number, the ombudsmen should meet at least semi-annually to pool information on problem areas, and to make recommendations based on common experience for improvements in administrative regulations and guidelines. Experience may show the need for a permanent coordinating office in Washington to keep each regional office informed of complaints being processed by other regional offices and to promote joint processing of similar complaints.

The EPA should establish on a trial basis an Office of Citizen Advocate. The Citizen Advocate would handle complaints from the public regarding EPA actions at both the regional and national levels.

To be effective, the Citizen Advocate should be as independent as possible from the regional and national EPA bureaucracies. His appointment by and direct access to the national EPA Administrator would ensure a certain measure of independence.

Obviously, the Citizen Advocate would not have the independence of a congressionally established ombudsman. Further, the jurisdiction of the Citizen Advocate would be limited to EPA actions, and would not extend to the environmental activities of other agencies.

Despite these limitations, the Committee believes that the need for machinery to handle citizen complaints on environmental decision-making is sufficiently urgent to warrant an experiment with an EPA Citizen Advocate. Congressional action to establish an environmental ombudsman program would probably take a year to complete. Action to extend the program to all ten federal regions would require still further congressional consideration. As long as a ten-region ombudsman program is not in effect, and perhaps even after such a program is established, the Office of Citizen Advocate can play a useful role.

We recommend that an EPA Office of Citizen Advocate meet the following criteria:

- The Citizen Advocate should be appointed by the Administrator for a fixed term of service.

- The Advocate should be on leave of absence from his permanent job and have a guarantee that he may return to the permanent job when his term as advocate expires.

- The Citizen Advocate should be someone who is highly respected and well known by citizen environmentalists. Presumably, he would rather lose his job as advocate than his reputation.

- The Citizen Advocate should receive complaints directly from the public concerning actions taken by the EPA regional offices and by the national office.

- The Citizen Advocate should report findings and recommendations to the EPA Administrator, and to the complainant. The complainant and the EPA Administrator should each have the right to make these findings public.

Comments on Ombudsman and Citizen Advocate Recommendations

Steering Committee members Joseph Browder and Ross Vincent would like to have their dissent from the ombudsman recommendation and the citizen advocate recommendation noted. They feel that "both recommendations create new government mechanisms for carrying out what should be citizen responsibility, divert citizen volunteer energy away from action aimed at real decision makers and toward processes that are unlikely to be truly independent of bureaucratic control, and would probably diminish the amount of citizen activity available for work that would in fact influence policy making."

III. GOVERNMENT AND INDUSTRY SHOULD ENCOURAGE
THE GROWTH AND ACTIVISM OF THE VOLUNTEER
ENVIRONMENTAL MOVEMENT

Recommendations Concerning the Federal Government

Congress should expand the ACTION agency's mandate
to include development of a Corps of Environmental
Volunteers within ACTION.

A volunteer environmental corps has been proposed and discussed in many forums. Notably, the Environmental Task Force of the White House Conference on Youth recently recommended the creation of a National Environmental Corps.

Our committee envisages such a corps within ACTION, one that would furnish low paid volunteers to work with local voluntary environmental organizations. The corps would be composed of young men and women who would serve for two years upon completion of training. We recommend that the proposed corps be a possible alternative to military service.

We emphasize that the programs in which ACTION environmental volunteers serve should be totally created and managed by local voluntary environmental organizations. The only exception to exclusive program responsibility for local groups would be in cases where ACTION environmental volunteers are placed with local governmental agencies. But such placement should occur only in those areas of the country where it is clearly established that there are willing volunteers but no local environmental

organizations applying for those volunteers, or in those instances when volunteers express a clear preference for work with local governmental agencies.

Typical assignments for volunteers working with local environmental groups might include:

- serving as a coordinator of volunteers;
- running a recycling center;
- directing a community education program;
- conducting a monitoring program on local pollution;
- watchdogging relevant actions of the state government;
- and
- carrying out technical research needed by local organizations.

We also emphasize that the bulk of volunteers should be recruited by the local organizations, and recruited from the communities in which they will serve. We anticipate that the only volunteers to be recruited by ACTION would be those with specific technical skills, such as biologists, hydrologists, engineers, economists and attorneys. ACTION would recruit such volunteers only to the extent local groups were unable to find volunteers with these skills in their community. These nationally recruited volunteers also should be placed only in programs created and supervised by local organizations, or in exceptional cases, by local government agencies.

ACTION's major roles with respect to the environmental corps would be to provide training for all local as well as national recruits, and to provide funds for modest allowances comparable to those currently received by VISTA volunteers.

The domestic mandate of ACTION is currently limited for the

most part to poverty programs. New legislation would be required to expand this mandate to include environmental volunteerism. We believe that this legislation should establish the environmental corps as a separate program within ACTION, independent of VISTA and other existing programs, and fully funded in its own right so that the environmental and poverty programs would not compete for funds.

Pending establishment of an environmental corps we believe that ACTION should identify key environmental problems in poverty areas and encourage within the context of current programs volunteer work on these problems.

The United States Civil Service Commission should develop guidelines to encourage the participation of federal employees in the activities of volunteer organizations of their choice. These guidelines should include new provisions for the earning and use of limited amounts of paid leave time, in addition to annual leave, for the pursuit of volunteer activities. No federal employee should be made to feel any obligation that he or she must participate in such activities.

Many of the volunteer environmental leaders we interviewed complained of conflicts between their hours of employment and participation in volunteer activities such as workshops, training seminars, and hearings. Some of these leaders were federal employees and some not. (See below our recommendations on private sector employees.) Most of them were using vacation leave they had earned to pursue their volunteer environmental interests.

We recommend that federal employees be allowed to accumulate at least one hour every pay period (this would amount to a little over three days per year), in addition to annual and sick leave, for volunteer activities. The guidelines should set broad criteria for the types of organizations and activities for which such leave could be used. Activities involving formal proceedings or other dealings with any governmental body should not be excluded.

This proposal might be implemented on a trial basis in one or more agencies, or throughout the government for a limited period of time, to determine the breadth of its appeal and its costs.

In addition, we recommend that the Civil Service Commission study and report on the feasibility and desirability of a system of "sabbatical leave" under which federal employees could take a year off at partial or full pay for education or volunteer work after a certain number of years service with the government.

To the extent that the resources of state and local governments permit, we recommend that these governments also put into effect systems of paid leave for employees to engage in volunteer activities.

Recommendations Concerning Business and Industry

Businesses and industries that have adopted explicit "free speech" policies with respect to the outside volunteer activities of employees should make every effort to ensure that all of their employees in all

offices are informed of these policies, and that
immediate supervisors as well as higher-level
management adhere to them.

Job intimidation has been cited as a serious problem by many of the volunteer environmental leaders we interviewed. Cases where actual reprisal for environmental activism is alleged are relatively few. Cases where reprisal is feared--for example, by employees of a polluting industry--are far more numerous. We have not been able to conduct a case-by-case study of the instances where job intimidation has been cited as a risk of environmental activity. It is entirely possible that some perceptions of risk are not well-founded on fact. It is clear, however, that whether well-founded or ill-founded, these perceptions can be a deterrent to environmental volunteerism.

Some companies have issued directives designed to assure employees that on their own time they are free to speak out and participate in volunteer groups acting on issues of interest to the company. Others have endeavored to promote frank on-the-job discussion of and suggestions for improvement in company practices. We urge companies that have officially sponsored such policies to make every effort to see that they are known by all employees, and that they are followed in spirit and letter by all levels of supervisory personnel. We urge other companies to follow suit.

Employers in the private sector should encourage participation by employees in the activities of volunteer organizations of their choice by allowing them to earn a limited amount of paid leave time, in addition to vacation leave, for such participation.

This proposal has the same rationale as our recommendation for additional paid leave time for federal employees. We envisage a similar system in private industry under which employees or their trade unions would work out arrangements with employers for the earning and use of a certain amount of paid leave in the course of a year to pursue volunteer work.

A few firms already have in effect "sabbatical leave" plans under which employees after certain terms of service can take several months or more off with pay to continue their education and training or to participate in public service volunteer work. We urge that other companies experiment with such plans. We believe that environmental volunteer groups and other volunteer groups stand to gain, along with both employers and employees.

We stress that any leave, "sabbatical" or otherwise, should be taken only on the initiative of the employee.

IV. VOLUNTEER ENVIRONMENTAL ORGANIZATIONS CAN AND SHOULD
WORK TO INCREASE THE EFFECTIVENESS OF THEIR
ORGANIZATIONS

A program of leadership workshops should be developed
for local leaders of volunteer environmental organi-
zations.

We recommend that one or more nationally-based environmental organizations, in cooperation with local environmental groups, develop and carry out a two-stage program of leadership workshops for local environmental leaders. In the first stage, workshops would be conducted at several locations in each state, and would be oriented to local leadership problems. In the second stage, selected local leaders would attend one of two national workshops to be held each year in Washington, D.C.

The local workshops would focus on the following problems:

- How to administer a volunteer program; how to motivate and make effective use of volunteers;
- How to manage particular activities such as a lobbying campaign or a recycling center;
- How to raise funds and to make effective use of the media; and
- Ways to approach the bureaucracy and to obtain information.

In addition, the local workshops would develop plans for continuing leadership training to ensure the steady emergence of new leaders.

The local workshops should be planned by steering committees of local environmental leaders, who would also serve as the official sponsors of the workshops. The steering committees would be responsible for issuing invitations to participate in the workshops and for ensuring that the workshops meet local needs and use local experts. Participants selected for the workshops should have the capacity to transmit their workshop experience to others.

The national workshops would introduce key local leaders to the different agencies of the federal government, and brief them on the procedures and policies of these agencies. In addition, national environmental issues would be discussed, and details would be provided on the resources of the various national environmental organizations. Participants in the national workshops should be selected in consultation with the local workshop participants.

The national organization or organizations responsible for coordinating the workshops program should endeavor to see that as many local environmental groups as possible are informed of the program, and to assist all those taking the initiative to organize local workshops. The national organizations should also provide advice and assistance to workshop participants seeking to put into

practice their workshop experience. Finally, the national sponsoring organizations should evaluate the workshops, and after a trial period of one or more years, should issue a report on the program.

Environmental volunteer leaders, looking for ways to train and make effective use of their volunteers should consider the following techniques:

-- Develop and maintain a card file on every member of the organization. Know each member's past experience and special skills, and know how these can be used in the organization. Also keep a record of the number of volunteer hours per week that the member is willing to work.

-- Be aggressive with the membership when help is needed. Call people who are on file as willing to work on a specific and delimited task.

-- Ask a member of the organization to work with the leadership in developing programs to make use of the maximum number of volunteers.

-- Whenever a new volunteer calls offering help, give this individual something specific and goal-oriented to do, for example making phone calls to alert members to a new crisis, or typing a letter needed for testimony now.

-- Make maximum use of periods between crisis activity to train new volunteers.

There are many goal-oriented and important tasks that untrained volunteers can perform. If the leadership of an organization takes the time to identify these tasks, the untrained volunteer can be made to feel a key part of the organization.

- * An untrained volunteer can attend a hearing for the organization. This volunteer should either be told specifically what to look for or should, for the first few times, be accompanied by someone who knows what to look for.
- * New volunteers can assist in the compilation of items for newsletters or other publications.
- * Volunteers can work on compiling the voting records of state legislators.
- * They can prepare and staff exhibits sponsored by the environmental organizations at conventions, meetings, fairs, and other gatherings.

Taking the time to work with untrained volunteers can lighten long-term workloads and swell the pool of sophisticated assistance available during crises. As volunteers grow in number, more segments of the community are brought into the organization, and at the same time more volunteer man-hours can be devoted to further broadening the organization's political base in the community.

- * Whenever possible environmental groups should pool their financial, office, and staff resources with other environmental groups.

- * The leaders of environmental groups should work with groups of similar goals to develop effective programs to reach all sectors of the community.
- * Pooled resources and joint programs can facilitate activities such as development of a volunteer speakers bureau, public service environmental T.V. programs, and regular lines of communication to the media.

Volunteer environmental organizations in given geographic or political areas should form permanent councils for the ongoing coordination of actions of mutual interest.

Among the problems repeatedly mentioned in our interviews with local leaders were:

- * the proliferation of environmental groups, resulting in increased competition for money and volunteers: and
- * the fragmentation of environmental groups, resulting in cooperative efforts being undertaken chiefly under crisis conditions.

When political action is needed to respond to an environmental crisis, ad hoc coalitions of existing organizations ~~usually form.~~ There is a continuous process of such groups forming, dissolving and reforming. These coalitions are an effective

way to harness quickly an enormous amount of volunteer effort. Indeed, where success is realized, an ad hoc coalition more often than not has probably been at work. Certainly this appears to be true of the most visible political efforts at the national and local levels.

Reliance on ad hoc coalitions alone to achieve coordination of environmental efforts has these disadvantages, however:

-- The answers to the problem may be predetermined by the founders of the coalition. Those environmental groups that do not fully support the position of the coalition, or groups that prefer alternative solutions, may be excluded from the coalition--and indeed, excluded from an open-minded presentation of their views to other groups. This can lead to squabbles among environmental organizations that are reported by the media and confuse the public.

-- Groups become so busy fighting brush fires that they have little time to concentrate on the large picture, or to cooperate in oversight of governmental activities on a day-to-day basis. Their crisis orientation in dealing with all environmental issues is reinforced.

In some regions, citizen groups have gone beyond ad hoc cooperation to the creation of permanent coordinating councils to formalize coordination of their efforts. A permanent coordinating structure must be tailored by local organizations to meet their particular needs. It appears, however, that a successful coordina-

ting council almost always meets the following criteria:

-- It is a coordinating structure of existing organizations, not a new membership organization. To the extent that it is a new membership organization, it may incur the animosity of existing organizations who will view it as a competitor for funds and volunteers. Existing organizations may lend their names in such a case, but will probably give very little support to the council's program.

-- The council members focus on working together on issues on which they agree. Member groups continue to work separately on issues on which there is no consensus.

-- Meetings are held regularly with frequent, written communication between meetings.

-- If the council is a statewide structure, it meets in various parts of the state, thus encouraging new participation. (A case study on the founding of the Conservation Council of Virginia appears in Chapter Five.)

Regional or statewide coordinating councils should use pooled resources to establish offices in state capitals to monitor the activities of all branches of state government, and to supply information on these activities to the councils' member organizations and to concerned citizens.

In several states, capital offices such as we propose here

already exist. We believe they would be useful in other states. We envision these state capital offices as arms of statewide or regional coordinating councils, supported by and chiefly servicing the membership organizations belonging to the councils. However, the offices should be open to all concerned citizens seeking information on state government activities affecting the environment.

These state capital offices would have a full-time staff, and could provide temporary office space and services--desks, typewriters, and mimeograph--for visiting environmentalists. To the extent that the staff of these offices engaged in lobbying, they should be responsible to the directives of the coordinating councils, and in no case should take positions independent of the organizations belonging to these councils.

Where membership organizations are already performing several of the services envisioned for the state capital offices, the appropriate coordinating council should endeavor to combine these services under one roof and reduce duplication of efforts before deciding to open a new state capital office.

Local volunteer referral bureaus, such as the Voluntary Action Centers affiliated with the National Center for Voluntary Action (NCVA), should increase their efforts to help environmental organizations at the local level meet their needs for volunteers.

In many communities there is a need for a good referral service for volunteers wishing to become involved in environmental work. One measure of a good referral service is its knowledge of the range of groups in the community which are active on environmental issues, and in turn, its ability to direct volunteers to organizations that fit their particular needs and interests. Many volunteer leaders we interviewed reported that they were contacted by volunteers who promptly lost interest when it became apparent that the organization was not engaged in the kind of work they wanted to do. Too often, these potential volunteers reach out only once and do not seek to find another more suitable organization. The NCVA's affiliated Voluntary Action Centers and other local volunteer referral bureaus could perform a particularly useful function if they organized to help these volunteers.

Another function of the Voluntary Action Centers, or of other local volunteer referral bureaus might be to provide management advice and assistance to leaders of environmental groups seeking to make more efficient use of their volunteers. Such assistance, if it can be provided, should be publicized and made available impartially to all groups requesting it.

The Committee strongly believes that the NCVA should not in any way encourage its affiliated Voluntary Action Centers to undertake substantive environmental work or to sponsor new environmental groups. These Centers should be limited only to referral work and management assistance.

V. THE QUALITY AND FLOW OF INFORMATION AND TECHNICAL ASSISTANCE TO ENVIRONMENTAL VOLUNTEERS SHOULD BE IMPROVED

Recommendations Concerning EPA

The EPA should prepare and distribute widely the following publications: 1) a basic pamphlet explaining in detail the statutory mandate of EPA and EPA programs; 2) a compilation of statutes determining EPA's mandate; 3) summaries of EPA technical documents addressed to the informed layman; 4) basic pamphlets on particular environmental problems such as the current state of technology in solid waste disposal or air pollution control; and 5) bibliographies indexed by geographic area and subject of all EPA substantive publications.

This recommendation responds to several problems identified in our interviews and questionnaires. Current publications describing EPA are vague and directed more toward justification of EPA actions than the provision of factual information. Many citizen groups have no clear idea of EPA's statutory authority, and think that EPA has a much broader mandate than in fact it does. The basic pamphlet on EPA functions that we recommend -- updated on a regular basis-- should include names, addresses, and phone numbers of EPA staff in each region to whom citizens can turn for information and assistance.

EPA technical documents should be available to all citizens requesting them. Many citizens, however, also stand in need of summaries of the information contained in these documents, in language the informed layman can quickly grasp. EPA should prepare such summaries for wide distribution.

The EPA should make every effort to rely on non-profit environmental organizations for the preparation of basic pamphlets on particular environmental problems such as solid waste disposal, air pollution control, effluent permits, and wastewater treatment. Organizations preparing such pamphlets should be funded by EPA grants.

EPA's program office on solid waste has prepared a useful bibliography of EPA documents on this subject. EPA's publications office should compile a bibliography including all EPA documents prepared or distributed by EPA's program offices, and should update this bibliography at least every two years. Supplements should be published on a quarterly basis in the newsletters of regional offices.

Environmental information centers should be established on a pilot basis in at least two EPA regional offices, in addition to the Philadelphia office which already has such a center. If experience confirms the need for these centers, they should be established in all EPA regional offices.

Citizens we interviewed across the nation complained of their difficulties in obtaining information on specific issues from government agencies. These frustrated citizens often have to call as many as ten numbers before finding someone able to

answer their question. If several agencies have jurisdiction, the number of phone calls required may triple. Citizens who live outside federal or state government centers cannot afford the cost of these calls.

We recommend that environmental information centers be established in at least two EPA regional offices on a pilot basis. These centers should be modeled on the Citizens' Environmental Response Team of EPA's Philadelphia regional office (see Chapter 6). We envisage these centers providing the following services:

- A toll-free number for citizens to call. This service should be given widespread publicity. The citizen would have to make only one call. The person receiving the call would make any additional calls necessary. The service should be equipped to respond to the fullest possible range of environmental inquiries, extending well beyond EPA's jurisdiction.
- It should be the responsibility of the individual receiving the call to make a return call within forty-eight hours with the answer to the inquiry or a report on the status of the investigation.
- The members of the information response team would be expected to provide only factual information in answer to questions. They would not provide personal or agency evaluations of the problems in question. Some examples of such basic information are:
 - a. What, if any, statutes deal with the problem?
 - b. Which agencies at the federal, state and local level have the first, second or third crack at the problem?

- c. Where does the problem currently sit? What kind of interest have the relevant agencies shown in the problem?

We note that EPA's Task Force on Environmental Education also focussed on information problems. On January 7, 1972 the task force reported:

...the task force recommends that EPA develop a comprehensive information network designed to gather and disseminate environmental information. The net would provide such information as: the environmental responsibility of various government agencies; directories of national environmental organizations, citizen action groups, and laboratories interested in performing laboratory analysis; state and local government offices with purview over environmental matters; and a broad spectrum of general information, publications, technical data, and legal precedents. Only officially released or published information would be presented: EPA employees would refrain from expressing preferences or views. (emphasis added.)

The task force went on to recommend the establishment of a national toll free number which by dialing "...any citizen could find out who has responsibility for and jurisdiction over his problem, and where to go for further information and assistance."

Each regional EPA public affairs office should publish a semi-monthly environmental newsletter specific to its region.

Several of the EPA regional offices now publish very informative newsletters. Others publish what essentially amount to briefs for agency policy.

We recommend that the regional office newsletters be limited to strictly factual reporting. Examples of items that might be included in these newsletters are:

- brief descriptions of relevant environmental items in the Federal Register;
- summaries of locally relevant environmental impact statements;
- summaries of EPA's comments on other agencies' draft environmental impact statements;
- notification of applications for effluent permits; and
- notification of intentions to grant such permits.

The regional EPA offices should mail to citizen groups directly interested in a proposed federal project or action copies of the EPA Administrator's comments on the environmental impact statement issued for the said action or project.

The CEQ guidelines for NEPA [8(b)], state that the administrator of EPA is required to comment on agency actions related to "air or water quality, noise abatement and control, pesticide regulation, solid waste disposal, radiation criteria and standards, or [when] other provisions of the authority of the administrator...is involved." These comments are to be summarized in a notice published in the Federal Register with copies available to the public upon request. The committee recommends that EPA adopt a more aggressive role in publicizing its reviews of environmental impact statements.

Recommendations Concerning Other Federal Agencies

A supplement to the Federal Register should be created.

The Federal Register is an important medium for informing the public of critical decisions on the environment. However, subscriptions to the Register are expensive. And in its present bulk and form--the subject matter is organized by agency and set in small type--it is difficult to use efficiently.

A weekly supplement in the form of a detailed index to the Federal Register should be published by the Government Printing Office. This index should be organized by subject, not by agency, and should be available to anyone on request with perhaps a small fee to cover cost. An announcement of the availability of this index should be widely circulated.

All federal agencies making discretionary grants to citizen organizations should intensify their efforts to ensure public awareness of their grant programs.

In addition to notices in the Federal Register and in press releases, the agencies should make a real effort to identify and reach citizen organizations with a potential interest in their grant programs. The regional offices of these federal agencies should maintain up-to-date mailing lists of relevant citizen groups.

Federal agencies should notify one another of their grant programs and make sure that notices also appear in all appropriate regional newsletters. In addition, notices should be mailed to the non-governmental publications that are most likely to be read by potential grantees.

Recommendations Concerning Volunteer Organizations

A national clearinghouse and referral service for environmental information should be created. This clearinghouse should closely coordinate its efforts with existing regional and statewide information services.

Many volunteer groups we interviewed expressed a need for a national information center that could tell them which volunteer groups where had developed useful information or were working on problems similar to their own. Some groups complained that they received substantial quantities of information from national environmental organizations, but that this information was often conflicting, and left them confused over where to turn for help.

We recommend that one or more existing national environmental organizations develop a proposal for a national clearinghouse for environmental information. The proposed clearinghouse should have an advisory board including representatives of local and national volunteer environmental groups as well as of existing statewide and regional clearinghouses. Initial funding for the project could be sought either from the Environmental Protection Agency or the Office of Environmental Education, or from private foundations.

The main purpose of the clearinghouse would be to gather information from volunteer environmental groups at all levels and to facilitate the exchange of this information. In addition, the clearinghouse could perform the following functions:

- inform inquiring local groups of work completed or in progress by national environmental groups on subjects of interest to them;
- catalogue for easy reference reports prepared by federal agencies and non-governmental research groups on environmental issues.
- facilitate the exchange of information on similar bills and ordinances pending or passed in various state or local legislative bodies;
- disseminate information on the provisions and status of environmental bills before the Congress; and
- disseminate factual bulletins on the actions of federal agencies.

The national clearinghouse that we envisage would not itself develop new information but would focus its efforts on better retrieval and dissemination of existing information. The clearinghouse should not duplicate the work of existing statewide or regional services -- for example, the Rocky Mountain Center on Environment and the Central Atlantic Environment Service -- but instead should channel any supplementary information needed to these services, and refer local groups within the respective regions or states to these services.

In areas where regional or statewide information services do not exist, the national clearinghouse might serve as a catalyst for the formation of such services, and provide any needed start-up technical assistance.

Volunteer environmental groups at regional, state or local levels should join to conduct surveys of scientific and legal resources in their areas, and to establish rosters of scientists and lawyers willing to work on environmental issues either on a volunteer basis or a fee basis.

Rosters or "resource banks" of environmentally concerned lawyers and scientists could be established and maintained on an up-to-date basis either by coordinating councils or regional information services or by consortia of local volunteer groups. The rosters should contain information such as willingness to work on a volunteer basis or for nominal fees, and particular areas of interest and expertise.

One purpose of the rosters or "resource banks" would be to save volunteer groups the time spent in making their own search for legal and scientific help each time a problem arises. The rosters might also be used to put together teams of scientists and lawyers and volunteer groups to work on long-term areawide environmental problems. These teams might approach the National Science Foundation (the Research Applied to National Needs program), or the Environmental Protection Agency, or private foundations for funding. Where the teams included experts who had waived usual fees, such waivers could be counted as the local contribution to meet any matching funds requirements.

Environmental library centers should be created in the major cities of every state.

Volunteer environmental groups in the major cities of every state should take the initiative to create environmental library centers. Wherever possible, these centers should be located within existing public libraries or university libraries which are also federal depository libraries. One library center should be created in each state capital city, and located for convenient access by groups and individuals using the state capital information offices of state or regional coordinating councils.

The environmental library centers should be staffed, and should serve as depositories for environmental impact statements as well as for other technical and general documents on the environment issued by agencies at all levels of government. The library centers should also maintain clipping files on current environmental issues.

All federal, state, and local agencies should cooperate with the library centers by sending them free of charge all documents relevant to the state's environmental problems. In particular, the Council on Environmental Quality or the National Technical Information Service should automatically send to each library center free of charge one copy of every environmental impact statement (either in original or on microfiche) on agency actions affecting that state. Copies of other impact statements should be sent on request.

In cases where federal depository libraries within which the environmental library centers may be located already receive some of the federal documents needed, duplication should be avoided but a separate catalogue of these documents should be established within the library centers.

Each library center should have an advisory board composed of environmentally concerned civic leaders. This board would continually examine the information available to the library and identify new information sources that should be pursued.

In addition, the board should keep abreast of advances in communications technology that would make the library a dynamic part of the community. For example, as the technology of cable television becomes more sophisticated, we foresee a day when environmental library centers might have an information channel into every home in the community that has a cable television (CATV).

VI. THE CONGRESS, FEDERAL AGENCIES, AND PRIVATE
PHILANTHROPY SHOULD ACT TO INCREASE THE
FINANCIAL RESOURCES AVAILABLE TO VOLUNTEER
ENVIRONMENTAL GROUPS

Recommendations Concerning the Congress and Federal Agencies

The Congress should pass legislation to liberalize
present provisions of the federal tax code that
impose unfair restrictions and financial burdens on
citizens and tax-exempt organizations seeking to
express and publicize their views on legislation,
to participate in administrative proceedings, or
to press court suits challenging agency procedures
and decisions.

Present provisions of the federal tax code permit businessmen and businesses to lobby on their own behalf, or to contribute to the support of organizations lobbying on their behalf, and to deduct these expenses and contributions as business expenses. Individual citizens lobbying or testifying at considerable expense on social, economic, or environmental issues unrelated to their business concerns do not enjoy comparable tax advantages. Further, if tax-exempt non-profit organizations devote a "substantial part" of their efforts to "propaganda or otherwise attempting to influence legislation", both their tax-exempt status and their eligibility for tax-deductible contributions may be jeopardized.

Two bills pending in the present Congress would help to relieve current restrictions on the activities of tax-exempt organizations, and accordingly, their financial burdens -- H.R. 13720, introduced by Representative Al Ullman of Oregon who is

a member of the House Ways and Means Committee, and S. 3063, introduced by Senators Edmund Muskie of Maine and Hugh Scott of Pennsylvania. These bills differ in their provisions; both, however, would liberalize the tax code to permit tax-exempt organizations to engage in more efforts to influence legislation than are currently allowed without jeopardizing their tax-exempt or tax-deductible status. We strongly recommend passage of these two bills as good first steps toward equalizing the resources available to business groups and citizen public-interest groups.

We recommend further changes in the present federal tax code to meet in full the four principles set forth below. (These recommendations should in no sense be construed as an endorsement of the present tax code with yet more loopholes and exceptions added to it. We believe that the entire system of federal taxation stands in need of basic reform.)

1. All reasonable expenses incurred by a private citizen to advise a legislative or administrative body (or its members or employees) of the citizen's views respecting any legislative proposals should be a deductible expense by the citizen provided that a maximum dollar amount is imposed on the total amount to be deductible.

Comment

Committee member Howe, while sharing the spirit of this recommendation doubts its feasibility.

2. All tax-exempt organizations which are publicly supported, or are operating organizations (i.e., spend most of their money each year to carry out tax-exempt activities), should be permitted to use tax-exempt funds to advise any legislative or administrative body (or its members or employees) of the organization's views on any legislation which is related to the tax-exempt purposes of the organization. The organization should also be permitted to communicate its views to the public and to urge the public to speak out on these legislative proposals.
3. All contributions to tax-exempt organizations should be tax deductible, providing that a maximum dollar amount is imposed on the total amount to be deductible for contributions for lobbying purposes.
4. These same three tax changes should be applied to expenses incurred through participation in the administrative proceedings of government agencies.
Those federal agencies having grant programs directed toward improved citizen education, information and action on environmental problems should request, and the Congress should appropriate, increased funds in support of these programs.

This recommendation is directed in particular to the Environmental Protection Agency, the Office of Environmental Education in the Department of Health Education and Welfare's Office of Education, and the National Science Foundation. These three agencies each have at present grant programs that support directly or indirectly education on environmental topics, citizen group access to scientific and technical expertise on the environment, and citizen participation in actions to improve the environment. These programs are either grossly underfunded, or as in the case of the National Science Foundation, the grant application process is so cumbersome and lengthy that deserving groups are discouraged from applying for funds.

We have already recommended that the Environmental Protection Agency expand substantially and fund adequately the citizen participation programs of its Citizen Support Division, and specifically, a program for citizen participation in the granting of effluent permits. We further recommend here that the EPA provide start-up funds on a pilot basis for some of the projects we have recommended to volunteer environmental groups. Candidate projects for EPA funding might be leadership workshops, a regional information center and clearinghouse and the national clearinghouse for environmental information.

The Office of Environmental Education, either jointly with EPA or alone, should consider funding on a pilot basis a proposal for a national clearinghouse or a regional clearinghouse. We particularly urge OEE to give high priority to the funding of proposals for environmental library centers.

The National Science Foundation should encourage the submission of proposals from citizen groups for projects which require the use of scientific and technical expertise. Again, we urge the NSF to fund a number of such projects on a pilot basis, and to process promptly the applications it receives.

In general, we recommend programs of small grants so that as many volunteer groups as possible can receive support for their projects from the funds available. Volunteer groups are often able to accomplish much with relatively little money. We also emphasize that the initiative for these projects should come from the volunteer environmental groups and not from the agencies.

We are convinced that in the long run, volunteer environmental groups will want to seek funding from the private sector for the continuation of projects they have initiated with start-up funds from government agencies. We do not believe that lengthy dependence on federal funds -- say for periods exceeding five years -- would be healthy for volunteer environmental groups. In no case, should a dependence on government agencies for non-project-oriented day-to-day operating funds be developed.

Recommendations Concerning Private Philanthropy and Volunteer Groups

A national non-profit organization should prepare a report on sources of funds and fund-raising methods for wide circulation among local environmental volunteer groups.

This report should survey potential sources of funds, both governmental and private, for projects sponsored by volunteer environmental groups. The report should include an explanation of grant application procedures of agencies and foundations, as well as a discussion of techniques for developing and drafting grant proposals. It should also include a review of innovative methods for raising funds that have been used with success by environmental volunteer groups.

Individual philanthropists, business corporations, and private and public foundations should give greater financial support to the efforts of volunteer environmental organizations.

We have made amply clear in preceding sections of this report the need for additional funds by a vast majority of the volunteer environmental organizations that we surveyed. Almost one-third of these organizations have annual budgets of under \$500. Another one-quarter of these organizations report annual budgets of between \$500 and \$2000. Less than 10 percent of the organizations we surveyed receive substantial support from foundations and individual grants. And less than an additional 15 percent receive limited support from these sources.

We consider a number of projects advanced in this chapter to be worthy of foundation support when federal agency support is inappropriate or not forthcoming: environmental library centers, leadership workshops, state capital information offices, a national clearinghouse for environmental information,

similar regional clearinghouses or information centers, and areawide projects requiring the use of scientific and legal expertise.

In general, we believe that individual philanthropists, business corporations and foundations should be more venturesome in their support of the activities of environmental volunteer organizations. Too often, the limited funds currently made available go to projects that might be labeled as "safe" and "status quo," and are denied to projects that are directed toward aggressive environmental action or fundamental social and economic change. Applicant environmental organizations should make every effort to design the projects they submit for foundation support to comply with the federal tax code provisions governing the activities of these foundations. Such applicants should explain their purposes carefully and persuasively, in terms of public interests which foundations are established to serve.

By the same token, many more foundations should stretch their imaginations and their interpretations of tax code limitations to fund the kinds of innovative volunteer environmental projects supported at present by only a few venturesome philanthropies. Foundations and philanthropists should take pains to discern and support sincere grass roots activism for community improvement.

CHAPTER III

THE ROLE OF THE ENVIRONMENTAL VOLUNTEER IN AMERICA TODAY

INTRODUCTION

The charge of the National Center for Voluntary Action's Environmental Project was to profile the voluntary environmental movement in order to determine the movement's operational and organizational problems and needs. A truly national survey was not possible because of time and money limitations. It was decided, therefore, to focus on selected geopolitical areas.

The areas chosen were: EPA Region III (Pennsylvania, Delaware, West Virginia, Maryland, Virginia, District of Columbia), and EPA Region VIII (Colorado, Utah, Wyoming, Montana, North Dakota, South Dakota). EPA regions were chosen because we operated on a grant from the Environmental Protection Agency that (in part) charged us with determining the relationships between the EPA and citizen environmental groups. Regions III and VIII were chosen because of their diversity of geographic location, population density, industrial activity, and environmental issues.

In addition, our staff interviewed environmental leaders in three metropolitan areas of different sizes: San Francisco; St. Louis, Missouri and Illinois; and Birmingham, Alabama. Each city is located in a different EPA region. Two smaller communities were also visited: Durango, Colorado; and Amherst, Massachusetts. It was felt that small towns, remote from large decision-making centers,

would be concerned with different environmental issues. It was further anticipated that environmental groups in such communities would have different intergroup dynamics, and would relate differently to the local and federal governments. Durango and Amherst were suggested by knowledgeable environmentalists in Colorado and Massachusetts.

We approached our goals of profiling the environmental movement and determining its needs in two ways. First, we interviewed selected movement leaders in each community. Second, we mailed two questionnaires: one to be answered on behalf of environmental organizations, the other to be answered by individual volunteers. (See appendix A for sample questionnaires.)

One "organization" questionnaire and five "individual" questionnaires were mailed to every identified environmentally concerned organization in the survey areas. In addition, questionnaire packets were mailed to ten organizations (selected at random) in each of the other states. (See appendix A for detailed methodology.)

The Environmental Project approached a key environmental movement leader in each area we planned to visit. We asked this leader to serve as a consultant for the project. The leader then identified other environmentalists who should be interviewed, and arranged meetings with members of our staff. After a local leader agreed to meet with the project staff, a letter of confirmation and other explanatory materials were mailed to him or her. (See appendix A for sample materials.)

Field consultants were instructed that the project staff

wished to meet with from ten to twenty individuals with their fingers on the pulse of their section of the environmental movement. We emphasized that although we wanted to contact activists in a variety of environmental activities, we were most interested in meeting with those who were keenly aware of both the external and internal problems of the movement. Consultants were instructed that the project staff was not interested in meeting the leaders of all environmental groups. When several persons might be expected to have duplicative experiences, consultants were encouraged to choose only one. Consequently, many active environmentalists and groups were not interviewed.

Consultants were asked to set up three or four half-day meetings with groups of four or five. In this manner, we hoped to reach many people quickly.

Over a two-month period, 200 leaders of over 200 different environmental groups were interviewed. A list of the organizations appears in appendix A. (In each instance the group leader spoke for himself, not for the group as a whole.)

Interviews were conducted by three of our staff members. Interviewers carried a basic guide, but frequently deviated from it. They tried to focus on organizational problems, levels of cooperation among environmental groups, perceived needs, and relationships with various levels of government.

When subjects were questioned on the adequacy of their governmental relationships, they were asked to consider accessibility of information, citizen input to agency decision-making processes, and agencies' aggressiveness in reaching citizen groups. Inter-

viewers concentrated on the EPA. Other relevant federal agencies were discussed when there was time. Relationships with state and local governmental agencies were briefly discussed. (Interview and questionnaire data concerning governmental relationships appears in chapters 5 and 6.)

The subjects set the pace and direction of the interviews. Our staff felt that they were there to listen. Therefore, the content of the interviews reflects the subjects' concerns. Data based upon interviews appears in roman type. Data based upon questionnaires appears in italics.

All of the interview data that follows represents the perceptions of those interviewed, and not necessarily that of the steering committee.

THE ENVIRONMENTAL MOVEMENT IN SELECTED STATES AND COMMUNITIES

Region III

Pennsylvania:

Although there is an enormous amount of citizen environmental activity in Pennsylvania, it is said to be very fragmented and uncoordinated. The fragmentation is aggravated by the physical and psychological division of the state into eastern Pennsylvania and western Pennsylvania. Philadelphia is the population center of the eastern part; Pittsburgh the center of western Pennsylvania.

The frequency of cooperation among environmentally concerned groups in Pennsylvania is less than for the environmental movement nationally. For example, only 32 percent of the Pennsylvania groups say they often cooperate with other non-governmental organizations on environmental issues. This compares to 38 percent nationally.

The disparity between the Pennsylvania groups and the environmental movement nationally is probably even greater than the statistics show. Pennsylvania respondents made up 34 percent of our total survey sample. Pennsylvania statistics, therefore, have the largest single impact on the national statistics.

Environmentalists generally agreed that cooperation is further inhibited by the parochialism of environmental groups in Pennsylvania. Very few groups believe their environmental problems have statewide implications. Some groups in the

Philadelphia area indicated that it is difficult to get environmentalists to organize around even a regional area of concern, such as the Delaware River Valley.

Forty-two percent of those responding to our questionnaire in Pennsylvania said that the primary focus of their activities is their neighborhood. Only 16 percent said that the state is a primary focus compared to 35 percent nationally, while 6 percent each said that regional (multi-state) and national problems are a primary focus of concern.

One environmental organization in Philadelphia, the Pennsylvania Environmental Council (PEC) has declared itself a statewide umbrella group and lobby. Most of those interviewed in the Pittsburgh area felt that all that PEC has succeeded in doing is establishing a new organization. Groups in eastern Pennsylvania tended to view PEC more favorably. Those interviewed in this area did not think that PEC is a true coordinating council, but did feel that it is a reasonably effective lobby which can mobilize statewide support on issues.

A predominately student organization in Pittsburgh also conceives of itself as a statewide coordinator. It considers itself the state representative of two national environmental groups. Although this student organization has proven itself effective, its self-image is not shared by other active groups in the Pittsburgh area.

As in other states, Pennsylvania environmental groups say that their volunteers respond most readily to crises, and work most effectively on short-term projects. Volunteer efforts often break down when a long, sustained effort is necessary.

Leaders also have great trouble getting the majority of their members actively involved.

Seventy-eight percent of those in Pennsylvania responding to the individual questionnaire said that personal exposure to an environmental problem was important or vital to their initial involvement in the environmental movement. Fifty percent said that the personal experience was vital.

Thirty-six percent of the Pennsylvania volunteers say that they work on problems that interest them while they are current. Fifty-four percent work on a regular basis during the year.

Sixty-one percent of the Pennsylvania volunteers contribute less than four hours each week to environmental activities. Nineteen percent contribute five to eight hours each week. The remaining 18 percent who contribute anywhere from nine hours to five or more days per week probably comprise the core of the environmental movement in Pennsylvania.

In 50 percent of the environmental groups surveyed in Pennsylvania, active members are only 0 to 32 percent of the total membership. In addition, 51 percent of the organizations surveyed say that recruiting volunteers is a problem. Over half of these (35 percent) say that recruiting volunteers is a major problem.

Some leaders interviewed said that one problem is that many groups which organize around one issue remain in existence

after the issue is dealt with. Scattered and ineffective, they clutter the scene and absorb scarce funds and manpower.

A frequent complaint is that all kinds of people jump on the environmental bandwagon, but few are willing to do the requisite research and other spadework. Participation by emotional, but poorly informed individuals is said to be hurting the image of the environmental movement.

Forty-nine percent of the organizations surveyed listed lack of staff/members expertise as a problem. Not quite half of these (22 percent) said that it is a major problem. Only 20 percent of the environmental volunteers in Pennsylvania said that research is one of their primary duties as an environmental volunteer. (It should be noted, however, that this percentage may not take into account those who study and learn from the research of others.)

It is difficult to judge the accuracy of the contention that emotionalism is hurting the environmental movement. Statistics on growth and on perceived effectiveness seem to indicate that the environmental movement in Pennsylvania is quite healthy. Fifty-nine percent of the Pennsylvania organizations have experienced some growth in total membership. Twenty-six percent have found that their membership has remained steady. Fifty-two percent of the Pennsylvania respondents have experienced some growth in active membership while 40 percent say that active member participation has at least

remained steady.

Of the individuals responding to our question concerning the effectiveness of environmental organizations in reaching their goals, 16 percent said that environmental organizations are very effective while 67 percent felt that they are at least moderately effective. (Only 1 percent felt that environmental groups are always effective, and only 2 percent felt they are never effective.

Virtually all environmental leaders we spoke with mentioned the need for full-time staff support for their organization. Only with full-time staff did they feel that volunteers can be effectively utilized.

In Pittsburgh, the environmental movement has historically been predominantly a women's movement. Environmentalists men and women alike, agreed this has caused some to discount environmentalists as "bunny-loving little old ladies." Overcoming this particular image problem has made an already tough job harder.

Raising funds for environmental groups is a major problem in Pennsylvania, as it is in most other parts of the country. Groups in eastern Pennsylvania have managed to obtain some public funds, but western Pennsylvania groups have not.

We have no male/female statistics available for the Pittsburgh area alone. Of those responding to the individual questionnaire across the state, 60 percent were men and 40 percent were women.

Fifty-nine percent of the organization questionnaire respondents said that funding is a problem. Forty-two percent said funding is a major problem.

Again, we have no statistics on government funding available for Pittsburgh alone. Only 5 percent of the Pennsylvania respondents listed government sources as a primary source of income. An additional 2 percent said that government sources are a secondary source of income.

Everyone interviewed agreed that lobbying should be a tax-deductible expense, and that groups which lobby should not be denied a tax deductible status for that reason. Citizens feel that they must work against enormous odds, pitting limited funds against the almost unlimited resources of private industry.

Job pressures are considered a serious problem in the Pittsburgh area. The main targets of environmentalists are often the largest employers. We were told that a major corporation, for example, has openly threatened to fire or demote employees who belong to activist environmental groups. This is understood also to pertain to immediate family members. One person who is married to an employee of a large corporation said she is forced to limit her environmental activities to low-key "establishment" organizations.

Only four percent of the respondents to our individual questionnaire said that pressure from employers is a primary risk. This statistic does not necessarily refute the statements made by Pittsburgh environmentalists that job pressures are a serious problem. Since the people we interviewed are among the most active in the environmental movement, they are

also the most visible, and the most likely to be subjected to job pressures.

There has been little overt pressure in the academic community, but those interviewed suggested that there may be repercussions when the loss of a grant to the university can be traced to the prominence of a faculty or staff member in the environmental movement. One consequence of job pressures is that most employed activists are independent professionals or academics with tenure.

While it is difficult to judge the causal relationships here the largest single occupational category in Pennsylvania is housewife (22 percent). The professional category follows a close second (19 percent), and the third highest category is manager/administrator/self-employed retailer (10 percent).

TABLE 1

Profile of Environmental Volunteers in Pennsylvania
(N= Number of Respondents)

	% of Respondents in Pennsylvania (N= 479)	% of Respondents Nationwide	% of Pennsylvania Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	60	55	48
Female.....	40	45	52
<i>Age:</i>			
0-17.....	4	4	43 (10-24 yrs.) ^a
18-24.....	8	9	....
25-29.....	10	9	6.0
30-39.....	21	24	11.0
40-49.....	22	21	13
50+.....	35	33	28
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	97	98	91
Latin American...	0	0	....
Negro/black			8.6
African.....	1	1	....
American Indian..	0	0	0.1
Oriental Asian	0	0	
<i>Marital status:</i>			
Married.....	79	77	60
Single.....	17	18	26
Widowed.....	3	3	9
Separated.....	1	1	2
Divorced.....	2	2	2
<i>Education:</i>			
Some high school	10	7	20.6
High school degree	19	11	34.5
Some college	20	22	7.0
College degree	21	21	9 (4 yrs college or more)
Some graduate work	13	15	....
Graduate degree	17	23	....

TABLE 1 Continued

	% of Respondents in Pennsylvania (N= 479)	% of Respondents Nationwide	% of Pennsylvania Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	30	35	14
Manager/ administrator	11	8	7
Sales.....	2	2	7
Clerical office worker.....	4	3	17
Service.....	1	1	12
Agriculture...	2	3	2
Skilled labor/ craftsmen....	8	4	15
Labor/factory worker/ transportation	4	2	26
On welfare....	0	0	3
<i>Total family income:</i>			
Under \$4,999..	4	5	17
\$5,000 - \$9,999	22	17	37
\$10,000 - \$14,999	32	26	28
\$15,000 - \$19,999	20	23	14 (\$15,000-\$24,999)
\$20,000 - \$24,999	8	12	....
\$25,000 or over	13	16	4
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	62	57	
5-8 (full day)	20	20	....
9-12			....
(1 1/2 day)..	5	6	....
13-16			....
(2 days).....	6	5	....
17-24			....
(3 days).....	3	5	....
25-32			....
(4 days).....	1	2	....
33+			....
(over 4 days)	4	5	....

TABLE 1 Continued

	% of Respondents in Pennsylvania (N= 479)	% of Respondents Nationwide	% of Pennsylvania Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	5	8	....
Scientific/technical assistance.....	21	27	....
Accounting/fiscal..	5	5	....
Administration.....	25	30	....
Clerical/filing/ typing.....	15	18	....
Committee work.....	61	66	....
Documentation/ library.....	12	15	....
Organization policy development.....	41	48	....
Publicity.....	45	50	....
Education.....	56	53	....
Information dissemination....	54	64	....
Helping prepare/ write legislation	9	15	....
Research.....	20	25	....
Fund raising.....	27	28	....
Lobbying	10	18	....
Informal pressure on officials	43	50	....
Boycotting/economic pressure.....	15	16	....
Letter writing. ...	52	61	....
Participation in hearings.....	26	41	....
Public meetings, discussion, etc....	65	70	....
Field trips	44	50	....
Demonstration projects (recycling, etc.)	43	42	....
Evaluation	20	24	....
Physical improvement projects (clean up, planting, etc.)	61	53	....
Monitoring	8	12	....
Training/ orientation.....	19	22	....

TABLE 1 *Continued*

	% of Respondents in Pennsylvania (N= 479)	% of Respondents Nationwide	% of Pennsylvania Population (Census Bureau Statistics)
Recruitment.....	23	27	....
Placement and referral.....	6	7	....
Protest (or advocacy) demonstrations...	5	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 2

Profile of Environmental Organizations
in Pennsylvania

(N = Number of Respondents)

	% of Organizations in Pennsylvania (N= 210)	% of Organizations Nationwide
Have official members.....	93	88
Have only a mailing list.....	7	12
<i>Membership (number of persons):</i>		
Under 100.....	54	45
100-499.....	26	27
500+.....	20	29
<i>Membership (number of groups):</i>		
0-4.....	94	94
5-19.....	4	4
20+.....	2	2
<i>Years environmentally active:</i>		
0-2.....	28	26
3-5.....	23	29
6-9.....	8	9
10+.....	41	36
<i>Staff:</i>		
None.....	40	36
All volunteer.....	34	30
Some paid.....	18	23
All paid.....	7	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	10	7
26-50%.....	5	6
51-75%.....	3	6
76+.....	81	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 2

Continued

	% of Organizations in Pennsylvania (N=210)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	3	3
Full-time staff.....	2	3
Executive board.....	40	47
Active members only.....	21	21
Vote by all members.....	33	25
<i>Location of central quarters:</i>		
Private home.....	32	37
Shared office space.....	33	30
Private office space.....	28	28
<i>Total annual budget:</i>		
Under \$500.....	35	30
\$500 - \$1,000.....	16	12
\$1,001 - \$2,000.....	15	12
\$2,001 - \$6,000.....	9	13
\$6,001 - \$15,000.....	6	7
\$15,001 - \$25,000.....	4	4
\$25,001 - \$50,000.....	4	8
\$50,001 - \$500,000.....	8	10
Over \$500,000.....	1	1
<i>Source of Revenue:^a</i>		
Memberships.....	62	57
Foundations/private grants.....	4	8
Individual donations.....	16	24
Corporate contributions.....	5	5
Government.....	5	7
Other ^b	32	30
^a Percentages listed represent <u>primary</u> or <u>major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE

2

Continued

	% of Organizations in Pennsylvania (N= 210)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	37	33
Nonprofit, tax-exempt.....	34	38
Other.....	29	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	43	34
Municipality.....	34	35
County.....	36	34
Several counties or towns.....	18	17
Metropolitan area.....	15	21
Watershed.....	23	20
State.....	15	35
Regional (two or more states).....	6	9
National.....	6	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	12	14
55 - 100%.....	7	8
25 - 54%.....	11	11
1 - 25%.....	30	29
Membership steady.....	26	24
Some decline (under 10%).....	7	8
Significant decline (10-30%).....	4	3
Substantial decline (over 30%).....	3	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	9	11
55 - 100% increase.....	7	9
25 - 54% increase.....	12	13
1 - 25% increase.....	23	26
Participation steady.....	40	36
Some decline (under 10%).....	4	3
Significant decline (10-30%).....	3	2
Substantial decline (over 30%).....	0	1

TABLE

2

Continued

	# of Organizations in Pennsylvania (N= 210)	# of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	9	17
Informal pressure on leaders.....	34	35
Litigation.....	3	7
Information dissemination.....	53	65
Public education.....	61	67
Research.....	14	22
Protests and demonstrations.....	2	2
Economic pressure/boycotts.....	1	1
Letter writing.....	51	56
Publicity.....	69	51
Urging alternative life styles.....	4	7
Participating in hearings.....	29	46
Helping research/write legislation.....	9	19
Public meetings/discussion.....	48	51
<i>Community service methods:^a</i>		
Public education.....	56	61
School programs	33	32
Recycling/demonstration projects.....	25	23
Beautification.....	27	23
Studies/surveys.....	24	26
Monitoring.....	14	15
Public meetings/discussions.....	43	49
<i>Issues: ^a</i>		
Air quality.....	20	27
Beautification.....	21	20
Economic growth and development.....	5	10
Economic priorities.....	3	7
Energy.....	10	13
Facility siting.....	9	13
Fisheries.....	20	17

TABLE 2 Continued

	% of Organizations in Pennsylvania (N= 210)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	20	22
Governmental organization.....	7	11
Health and safety.....	13	16
Highways.....	12	14
Landuse control.....	24	34
Landuse planning.....	24	37
Mining.....	11	12
Natural or wild area preservation.....	37	45
Noise.....	8	7
Outdoor recreation.....	32	34
Parks.....	21	29
Pesticides.....	17	19
Petroleum development.....	3	7
Population.....	10	16
Rat/pest control.....	4	3
Sanitation.....	10	13
Soil conservation.....	29	26
Solid waste/recycling.....	28	30
Public transportation.....	3	10
Water management.....	21	30
Water quality.....	34	38
Wetlands.....	16	23
Wildlife.....	34	34
<i>Problems:^a</i>		
Lack of intergroup coordination of environmental activity.....	29	19
Better evaluation of group's effectiveness and impact.....	17	15
Lack of contact with other environmentally interested groups.....	17	14
IRS tax laws.....	8	10
Funding.....	39	44

TABLE 2 *Continued*

	% of Organizations in Pennsylvania (N= 210)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	20	24
Inadequate information service on environmental issues.....	15	12
Inadequate information on organizing environmental activity.....	16	12
Unresponsiveness of government.....	30	29
Unresponsiveness of business.....	23	28
Lack of legal assistance.....	11	11
Lack of technical advice.....	9	9
Lack of staff/membership expertise.....	22	20
Need to broaden the membership base.....	44	41
Training volunteers.....	18	18
Utilizing volunteers.....	14	20
Recruiting volunteers.....	35	35
Leadership development.....	29	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	5	3
Rarely.....	15	9
Occasionally.....	47	47
Often.....	32	41

Virginia:

Volunteers in Virginia appear to be extremely well organized and seem to be active on many fronts. Much of their effort is coordinated through a very effective central organization, the Conservation Council of Virginia. The existence of this coordinating council does not appear to dilute in any way the efforts of individual groups. Single purpose organizations continue to work on their own special areas of interest, in addition to cooperating with other volunteer groups on statewide issues. There is much communication among the different organizations.

Forty-seven percent of those organizations from Virginia responding to our questionnaire often cooperate with other non-governmental organizations on environmental issues. (This compares to 41 percent nationally.) Forty-nine percent occasionally cooperate with other environmentally concerned organizations, while only 5 percent rarely do so. Only 5 percent of those surveyed considered lack of intergroup coordination of environmental activity to be a primary problem, as compared to 19 percent nationally.

Twenty-nine percent of the respondents from Virginia said that they are a member of a coordinating council.

One major area in which Virginia environmental volunteers are working is water--the cleanup of rivers grossly polluted by inadequately treated sewage, industrial wastes and sediment; the preservation of scenic rivers; the passage of wetlands legislation; and land use planning as it affects water quality. All the groups interviewed have worked on one or more of these

issues.

Natural and wilderness area preservation is also of great interest to environmental volunteers. Air pollution control and population stabilization are yet other issues that have been tackled by Virginia groups.

Among organizations responding to our questionnaire, water quality and natural area preservation were the issues singled out by the greatest number (49 percent) as the primary focus of their efforts. Twenty-seven percent of the groups have been primarily involved with wetlands issues. Thirty-six percent of the Virginia respondents mentioned land-use planning as a major interest. Thirty-three percent of the respondents place major emphasis on air quality. Population receives major attention from 16 percent.

Through the coordinating council, even those issues that are the particular interest of only one or two groups are said to become part of the general community of interest.

There are eleven issues which more than 30 percent of those organizations surveyed consider the primary focus of their attention. This compares to six issues that are considered a primary focus for 30 percent or more of environmental organizations nationally.

Most of those interviewed in Virginia are optimistic about their ability to effect change. They felt that successful results are produced by being well organized, coordinating their efforts, maintaining close contact with government agencies, and informing the public. (There was one exception to this feeling: an environmentalist who had worked many years on

water pollution control felt that little or nothing had been accomplished.)

The majority of the individuals surveyed in Virginia considered their contribution to environmental organizations to be vital or important. Three-quarters of the volunteers considered environmental organizations to be at least moderately effective in reaching their goals.

The problem of the availability of volunteers was frequently mentioned. Leaders stressed that work must be done by volunteers in their spare time. Situations frequently arise where action must be taken quickly, sometimes too quickly for group action. It was felt that this problem could be alleviated only if groups could afford paid full-time staff to inform and coordinate volunteers. It was generally felt that changes in the federal tax laws would be needed before the necessary funds could be raised.

About half of the volunteers surveyed in Virginia contributed mostly time, and some financial support to environmental organizations. Over one-third of the volunteers in Virginia contributed only time to the organization. Time contributed is likely to mean four hours or less per week for most volunteers, but on a regular basis throughout the year. Just under half of the volunteers felt that the expenditure of a great deal of time and money was a primary risk of involvement in environmental activities.

Over half of the organizational respondents in Virginia list recruitment of volunteers as a problem. Half of the organizations also say that obtaining certain physical needs such as clerical help, and office space is a problem.

TABLE 3

Profile of Environmental Volunteers in Virginia
(N = Number of Respondents)

	% of Respondents in Virginia (N=109)	% of Respondents Nationwide	% of Virginia Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	56	55	49.5
Female.....	43	45	50.5
<i>Age:</i>			
0-17.....	6	4	29(10-24 yrs.) ^a
18-24.....	5	9	....
25-29.....	5	9	7
30-39.....	33	24	12
40-49.....	20	21	12
50+.....	31	33	21
<i>Race/ethnic origin:</i>			
Caucasian/			
European.....	95	98	81
Latin American...	0	0	....
Negro/black			
African.....	2	1	18
American Indian..	0	0	0.1
Oriental Asian	1	0	0.4
<i>Marital status:</i>			
Married.....	80	77	62
Single.....	18	18	26
Widowed.....	1	3	7
Separated.....	1	1	2
Divorced.....	0	2	3
<i>Education:</i>			
Some high school	8	7	20
High school degree	6	11	25
Some college	20	22	10
College degree	26	21	7
Some graduate work	8	15	5 (4 yrs.college
Graduate degree	31	23	 or more)

TABLE 3 Continued

	% of Respondents in Va. (N= 109)	% of Respondents Nationwide	% of Va. Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	45	35	16
Manager/ administrator	5	8	9
Sales.....	3	2	6
Clerical office worker.....	0	3	18
Service.....	1	1	12
Agriculture...	4	3	3
Skilled labor/ craftsmen....	1	4	14
Labor/factory worker/ transportation	1	2	22
On welfare....	0	0	3
<i>Total family income:</i>			
Under \$4,999..	3	5	36
\$5,000 - \$9,999	11	17	30
\$10,000 - \$14,999	22	26	19
\$15,000 - \$19,999	29	23	....
\$20,000 - \$24,999	15	12	12 (\$15,000-\$24,999)
\$25,000 or over	21	16	3
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	64	57	....
5-8 (full day)	18	20	....
9-12			
(1 1/2 day)..	4	6	....
13-16			
(2 days).....	6	5	....
17-24			
(3 days).....	6	4	....
25-32			
(4 days).....	0	2	....
33+			
(over 4 days)	3	5	....

TABLE 3 Continued

	% of Respondents in Va. (N= 109)	% of Respondents Nationwide	% of Va. Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	7	8	....
Scientific/technical assistance.....	24	27	....
Accounting/fiscal..	7	5	....
Administration.....	30	30	....
Clerical/filing/ typing.....	23	18	....
Committee work.....	66	66	
Documentation/ library.....	18	15	....
Organization policy development.....	47	48	....
Publicity.....	45	50	....
Education.....	71	63	....
Information dissemination....	70	64	....
Helping prepare/ write legislation	9	15	....
Research.....	19	25	....
Fund raising.....	24	28	....
Lobbying	18	18	....
Informal pressure on officials	49	50	....
Boycotting/economic pressure.....	21	16	....
Letter writing.....	59	61	....
Participation in hearings.....	39	41	....
Public meetings, discussion, etc....	71	70	....
Field trips	50	50	....
Demonstration projects (recycling, etc.)	38	42	....
Evaluation	19	24	....
Physical improvement projects (clean up, planting, etc.).....	55	53	....
Monitoring	13	12	....
Training/ orientation.....	30	22	....

TABLE 3 *Continued*

	% of Respondents in Va. (N=109)	% of Respondents Nationwide	% of Va. Population (Census Bureau Statistics)
Recruitment.....	26	27	....
Placement and referral.....	9	7	....
Protest (or advocacy) demonstrations...	7	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 4

Profile of Environmental Organizations
in Virginia

(N = Number of Respondents)

	% of Organizations in Virginia (N= 45)	% of Organizations Nationwide
Have official members.....	84	88
Have only a mailing list.....	16	12
<i>Membership (number of persons):</i>		
Under 100.....	44	45
100-499.....	24	27
500+.....	31	29
<i>Membership (number of groups):</i>		
0-4.....	96	94
5-19.....	0	4
20+.....	4	2
<i>Years environmentally active:</i>		
0-2.....	24	26
3-5.....	29	29
6-9.....	4	9
10+.....	42	36
<i>Staff:</i>		
None.....	41	36
All volunteer.....	36	30
Some paid.....	11	23
All paid.....	11	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	0	7
26-50%.....	2	6
51-75%.....	7	6
76+.....	91	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 4

Continued

	% of Organizations in Virginia (N=45)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	2	3
Full-time staff.....	4	3
Executive board.....	48	47
Active members only.....	20	21
Vote by all members.....	25	25
<i>Location of central quarters:</i>		
Private home.....	29	37
Shared office space.....	32	30
Private office space.....	29	28
<i>Total annual budget:</i>		
Under \$500.....	36	30
\$500 - \$1,000.....	11	12
\$1,001 - \$2,000.....	9	12
\$2,001 - \$6,000.....	14	13
\$6,001 - \$15,000.....	2	7
\$15,001 - \$25,000.....	4	4
\$25,001 - \$50,000.....	4	8
\$50,001 - \$500,000.....	16	10
Over \$500,000.....	2	1
<i>Source of Revenue:^a</i>		
Memberships.....	53	57
Foundations/private grants.....	7	8
Individual donations.....	23	24
Corporate contributions.....	2	5
Government.....	2	7
Other ^b	35	30
^a Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE 4 Continued

	% of Organizations in Virginia (N= 45)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	36	33
Nonprofit, tax-exempt.....	27	38
Other.....	36	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	36	34
Municipality.....	29	35
County.....	31	34
Several counties or towns.....	24	17
Metropolitan area.....	29	21
Watershed.....	19	20
State.....	30	35
Regional (two or more states).....	19	9
National.....	21	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	19	14
55 - 100%.....	2	8
25 - 54%.....	2	11
1 - 25%.....	33	29
Membership steady.....	37	24
Some decline (under 10%).....	5	8
Significant decline (10-30%).....	2	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	9	11
55 - 100% increase.....	16	9
25 - 54% increase.....	5	13
1 - 25% increase.....	33	26
Participation steady.....	30	36
Some decline (under 10%).....	2	3
Significant decline (10-30%).....	5	2
Substantial decline (over 30%).....	0	1

TABLE

4

Continued

	% of Organizations in Virginia (N= 45)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	17	17
Informal pressure on leaders.....	34	35
Litigation.....	5	7
Information dissemination.....	57	65
Public education.....	56	67
Research.....	17	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	56	56
Publicity.....	44	51
Urging alternative life styles.....	2	7
Participating in hearings.....	54	46
Helping research/write legislation.....	24	19
Public meetings/discussion.....	39	51
<i>Community service methods:^a</i>		
Public education.....	52	61
School programs	29	32
Recycling/demonstration projects.....	29	23
Beautification.....	19	23
Studies/surveys.....	19	26
Monitoring.....	12	15
Public meetings/discussions.....	48	49
<i>Issues: ^a</i>		
Air quality.....	33	27
Beautification.....	16	20
Economic growth and development.....	13	10
Economic priorities.....	9	7
Energy.....	7	13
Facility siting.....	7	13
Fisheries.....	29	17

TABLE 4

Continued

	% of Organizations in Virginia (N= 45)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	33	22
Governmental organization.....	9	11
Health and safety.....	16	16
Highways.....	4	14
Landuse control.....	31	34
Landuse planning.....	36	37
Mining.....	9	12
Natural or wild area preservation.....	49	45
Noise.....	7	7
Outdoor recreation.....	40	34
Parks.....	33	29
Pesticides.....	13	19
Petroleum development.....	4	7
Population.....	16	16
Rat/pest control.....	2	3
Sanitation.....	7	13
Soil conservation.....	31	26
Solid waste/recycling.....	27	30
Public transportation.....	7	10
Water management.....	33	30
Water quality.....	49	38
Wetlands.....	27	23
Wildlife.....	49	34
<i>Problems:^a</i>		
Lack of intergroup coordination of environmental activity.....	5	19
Better evaluation of group's effectiveness and impact.....	7	15
Lack of contact with other environmentally interested groups.....	12	14
IRS tax laws.....	10	10
Funding.....	43	44

TABLE 4

Continued.

	% of Organizations in Virginia (N= 45)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	24	24
Inadequate information service on environmental issues.....	15	12
Inadequate information on organizing environmental activity.....	10	12
Unresponsiveness of government.....	24	29
Unresponsiveness of business.....	26	28
Lack of legal assistance.....	5	11
Lack of technical advice.....	2	9
Lack of staff/membership expertise.....	19	20
Need to broaden the membership base.....	43	41
Training volunteers.....	15	18
Utilizing volunteers.....	19	20
Recruiting volunteers.....	24	35
Leadership development.....	24	30
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	4	9
Occasionally.....	47	47
Often.....	44	41

West Virginia:

The major environmental issue in West Virginia is strip mining. Many people said that strip mining is also the state's major political issue this year. Air and water pollution are other important environmental issues, particularly in the Charleston area. Highway planning and timber clearcutting are of concern in some parts of the state. Other locally important issues are dams, land use planning and solid waste disposal.

The issues considered to be of primary concern by the largest number of organizations surveyed are: water quality, water management, soil conservation, natural or wild area preservation, mining, land use planning, and air quality. The two issues receiving primary attention from the largest number of survey respondents are: air quality and water quality.

This data does not necessarily refute the contention of those interviewed that strip mining is the major environmental issue in West Virginia. There were only sixteen organizational respondents from that state, and, therefore, the organization questionnaire results from West Virginia must be treated somewhat tentatively.

The environmental movement in West Virginia seems to be based on a high level of activity by relatively few people.

Almost two-thirds of the organizations in West Virginia say that 0 to 32 percent of their members are active. Sixty-two percent of those responding to the individual questionnaire say that they contribute less than four hours per week to environmental activities. This compares to

57 percent nationally. Two percent contribute twenty-five or more hours per week to environmental activities, compared to 7 percent nationally.

According to those interviewed, there are three reasons for the small number of activists:

-- The traditional sociological base of voluntary activity is the professional middle class. In West Virginia, this segment of the public is much smaller than in many other states.

Census Bureau statistics show that 77 percent of the population in West Virginia reports a total family income of under \$10,000. Nationally, more than one-half of the families in the country have incomes of over \$10,000.

In addition, the middle class are often employed by corporate polluters, and are frequently involved only in "safe" voluntary activities. As one volunteer in Charleston stated: "Any volunteer activity which challenges the status quo is regarded as radical and highly suspect politically."

-- The state of West Virginia is a "company town." The corporate interests that loom large in state affairs are mostly located outside the state. Citizens interviewed agreed that much of West Virginia's governmental bureaucracy, political leadership (at many levels of government), and

locally-owned businesses and banks take their cues from the "outside giants." The intelligentsia and professional classes are said to be tied by a thousand threads to the prevailing order, and are often apologists for it. The corporate interests that run the state intimidate citizens to keep them from involvement in environmental issues. Intimidation often takes the form of threats to the financial security of employees and dependents. According to reports from citizen leaders, the intimidation may also take the form of physical violence. Citizens also say that industries in West Virginia stick together. An employee in the Charleston area may find his job threatened because of his work to abolish strip mining in other parts of the state.

Only 2 percent of the individual questionnaire respondents said that loss of their job was a serious risk of involvement in the environmental movement. This is a considerably smaller percentage than was reflected in our interviews. As in other regions, this may well be because those individuals that we interviewed are the most active people in the environmental movement in West Virginia, and are therefore the most likely to be exposed to job pressures.

-- A third factor contributing to the small number of environmental volunteers is the attitude that environmental activity is really political activity. In many parts of West Virginia, politics is looked on as a dirty business, and anyone involved in politics is believed crooked.

According to recent reports from those interviewed in West Virginia, new political developments portend broader support for the environmental movement in the future in West Virginia. In primary elections held this spring, several candidates running on an "abolish strip mining" platform were nominated. These nominations took place in the face of strong opposition from established economic interests. Reportedly one of the reasons for the success of these candidates was a revolt on the part of grass roots activist labor interests against the pro-strip mining stance of both organized labor and corporate interests. In recent conversations several of those interviewed noted that they were encouraged that the economic interests can no longer count on people to do as they are told.

As everywhere else, obtaining operating funds is a major problem. One group we interviewed suggested that something similar to a Highway Trust Fund be established for civic organizations.

Forty-four percent of the organizations in West Virginia say that funding is a primary problem.

Obtaining technical expertise is another major problem. The state university, in an isolated corner of the state, is inaccessible to many citizen groups. In addition, university people are said to fit quite happily into the political system. Rewards within the university do not appear to go to activists. Many people don't feel themselves capable of opposing the "experts" brought in by industry. Lack of technical assistance then becomes a problem of participation as well as competence. Citizens lack the confidence to speak out clearly.

Other problems listed as primary by most of the organizations responding are: obtaining certain physical needs such as clerical help and office space; lack of staff/membership expertise; need to broaden the membership base; utilizing volunteers, recruiting volunteers; and leadership development.

Many of those interviewed felt that the environmental movement in West Virginia is badly fragmented. They say that too many organizations are competing for the attention of too few activists.

Individual questionnaire respondents generally perceived environmental groups as being at least moderately effective in reaching their goals. More than one-fourth of the respondents perceive environmental groups as being very effective in reaching their goals. While one-fifth of the organizational respondents said that lack of inter-group coordination is a major problem, an additional 50 percent said that this is at least a secondary problem.

The above statistics bear only indirectly on the problem of fragmentation. We can judge tentatively that while the environmental movement may be fragmented, most organizations do not perceive this fragmentation as greatly hampering the organizations' success in meeting their goals.

High quality leadership was seen by many of those interviewed in West Virginia as the key to success for the environmental movement. There was general agreement that leadership capacity must include knowledge of when to delegate authority and relinquish power. New people must be constantly sought and trained for leadership positions.

There have been three efforts to foster regular cooperation among groups in West Virginia. The first and most successful effort has been through a very active and ad hoc coalition working to abolish strip mining--Citizens to Abolish Strip Mining. This is a one-issue coalition that is apparently very effective in articulating the issue. It enjoys a broad range of "voting power" support, but the bulk of its task is carried out by a small core of activists. Participants in this coalition generally see no need for continuing their cooperative effort once the strip mining battle is over. They feel that future cooperation will be adequately achieved on an ad hoc issue-oriented basis.

The second approach to cooperation has been promoted by the West Virginia Natural Resources Council. Established several years ago, it was intended to coordinate environmentally

concerned organizations. Its bylaws were modeled on those of the Colorado Open Space Coordinating Council and the Conservation Council of Virginia. In West Virginia, the Council concept appears to have failed completely. The best thing said about the Council is that it serves as sort of an information clearinghouse. Reasons for the Council's general failure appear to be the inaccessibility of much of the state, the remote location of the University, and the fact that different parts of the state are preoccupied with different problems.

The third effort has been the recent creation of an independent information service on regional environmental issues, the Mid-Appalachian Environment Service. This information service is said to be the most effective communications service to come along. In several cases, it has been instrumental in helping organizations get together for particular programs or projects. In addition the organization offers staff support to citizen groups.

About one-fifth (three) of the organizations surveyed in West Virginia say that they often cooperate with other non-governmental organizations on environmental issues. Three-quarters (twelve) say that they occasionally cooperate with other non-governmental organizations.

Forty-four percent of the organizations surveyed say that they are a member of a coordinating council and 50 percent say they have formal, joint/projects with other non-governmental organizations.

TABLE 5

Profile of Environmental Volunteers in West Virginia
(N = Number of Respondents)

	% of Respondents in West Va. (N= 50)	% of Respondents Nationwide	% of W. Va. Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	62	55	48.5
Female.....	38	45	51.5
<i>Age:</i>			
0-17.....	2	4	27 (10-24 yrs) ^a
18-24.....	6	9	....
25-29.....	4	9	6
30-39.....	24	24	10
40-49.....	16	21	12
50+.....	48	33	27
<i>Race/ethnic origin:</i>			
Caucasian/			
European.....	98	98	96
Latin American...	0	0	....
Negro/black			
African.....	2	1	3.9
American Indian..	0	0	0
Oriental Asian	0	0	0
<i>Marital status:</i>			
Married.....	76	77	62
Single.....	14	18	24
Widowed.....	4	3	9
Separated.....	2	1	1
Divorced.....	4	2	3
<i>Education:</i>			
Some high school	4	7	18
High school degree	14	11	28
Some college	20	22	7
College degree	20	21	4
Some graduate work	14	15	3 (4 yrs. of
Graduate degree	28	23	 college or more

TABLE 5 Continued

	% of Respondents in W. Va. (N=50)	% of Respondents Nationwide	% of W. Va. Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	28	35	10
Manager/ administrator	14	8	7
Sales.....	2	2	5
Clerical office worker.....	2	3	11
Service.....	2	1	12
Agriculture...	0	3	1
Skilled labor/ craftsmen....	0	4	20
Labor/factory worker/ transportation	4	2	34
On welfare....	0	0	6
<i>Total family income:</i>			
Under \$4,999..	6	5	44
\$5,000 - \$9,999	14	17	33
\$10,000 - \$14,999	32	26	16
\$15,000 - \$19,999	30	23	.....
\$20,000 - \$24,999	10	12	6 (\$15,000-\$24,999)
\$25,000 or over	8	16	1
<i>Hours per week of voluntary environmental work:</i>			
Less than 4 (1/2 day)....	62	57	.....
5-8 (full day)	22	20	.....
9-12 (1 1/2 day)..	8	6	.....
13-16 (2 days).....	2	5	.....
17-24 (3 days).....	4	5	.....
25-32 (4 days).....	2	2	.....
33+ (over 4 days)	0	5	.....

TABLE 5 Continued

	% of Respondents in W.Va. (N= 50)	% of Respondents Nationwide	% of W. Va. Population (Census Bureau Statistics)
Primary voluntary environmental activities:			
Legal assistance/ litigation.....	5	8	....
Scientific/technical assistance.....	19	27	....
Accounting/fiscal..	7	5	....
Administration.....	25	30	....
Clerical/filing/ typing.....	18	18	....
Committee work.....	74	66	
Documentation/ library.....	5	15	....
Organization policy development.....	53	48	....
Publicity.....	45	50	....
Education.....	67	63	....
Information dissemination....	59	64	....
Helping prepare/ write legislation	15	15	....
Research.....	22	25	....
Fund raising.....	32	28	....
Lobbying	25	18	....
Informal pressure on officials	56	50	....
Boycotting/economic pressure.....	12	16	....
Letter writing.....	68	61	....
Participation in hearings.....	40	41	....
Public meetings, discussion,etc....	82	70	....
Field trips	56	50	....
Demonstration projects	45	42	....
(recycling,etc.)	19	24	....
Evaluation			
Physical improvement projects (clean up, planting,etc.)....	62	53	....
Monitoring	10	12	....
Training/ orientation.....	13	22	....

TABLE 5 Continued

	% of Respondents in W. Va. (N= 50)	% of Respondents Nationwide	% of W. Va. Population (Census Bureau Statistics)
Recruitment.....	40	27	....
Placement and referral.....	3	7	....
Protest (or advocacy) demonstrations...	5	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 6

Profile of Environmental Organizations
in West Virginia
(N = Number of Respondents)

	% of Organizations in West Virginia (N= 16)	% of Organizations Nationwide
Have official members.....	81	89
Have only a mailing list.....	19	12
<i>Membership (number of persons):</i>		
Under 100.....	31	45
100-499.....	38	27
500+.....	31	29
<i>Membership (number of groups):</i>		
0-4.....	94	94
5-19.....	6	4
20+.....	0	2
<i>Years environmentally active:</i>		
0-2.....	31	26
3-5.....	13	29
6-9.....	19	9
10+.....	38	36
<i>Staff:</i>		
None.....	31	36
All volunteer.....	38	30
Some paid.....	25	23
All paid.....	6	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	6	7
26-50%.....	0	6
51-75%.....	19	6
76+.....	75	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 6

Continued

	% of Organizations in West Virginia (N=16)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	6	3
Full-time staff.....	0	3
Executive board.....	50	47
Active members only.....	13	21
Vote by all members.....	31	25
<i>Location of central quarters:</i>		
Private home.....	50	37
Shared office space.....	19	30
Private office space.....	25	28
<i>Total annual budget:</i>		
Under \$500.....	25	30
\$500 - \$1,000.....	0	12
\$1,001 - \$2,000.....	31	12
\$2,001 - \$6,000.....	25	13
\$6,001 - \$15,000.....	0	7
\$15,001 - \$25,000.....	0	4
\$25,001 - \$50,000.....	12	8
\$50,001 - \$500,000.....	6	10
Over \$500,000.....	0	1
<i>Source of Revenue:^a</i>		
Memberships.....	50	57
Foundations/private grants.....	6	8
Individual donations.....	31	24
Corporate contributions.....	6	5
Government.....	6	7
Other ^b	31	30
^a Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE 6

Continued

	% of Organizations in West Virginia (N=16)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	44	33
Nonprofit, tax-exempt.....	38	38
Other.....	19	30
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	25	34
Municipality.....	44	35
County.....	50	34
Several counties or towns.....	19	17
Metropolitan area.....	19	21
Watershed.....	19	20
State.....	50	35
Regional (two or more states).....	0	9
National.....	6	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	0	14
55 - 100%.....	21	8
25 - 54%.....	29	11
1 - 25%.....	21	29
Membership steady.....	21	24
Some decline (under 10%).....	0	8
Significant decline (10-30%).....	7	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	0	11
55 - 100% increase.....	0	9
25 - 54% increase.....	21	13
1 - 25% increase.....	43	26
Participation steady.....	36	36
Some decline (under 10%).....	0	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

TABLE 6 Continued

	% of Organizations in West Virginia (N=16)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	25	17
Informal pressure on leaders.....	44	35
Litigation.....	13	7
Information dissemination.....	75	65
Public education.....	75	67
Research.....	25	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	56	56
Publicity.....	56	51
Urging alternative life styles.....	6	7
Participating in hearings.....	63	46
Helping research/write legislation.....	25	19
Public meetings/discussion.....	69	51
<i>Community service methods:^a</i>		
Public education.....	69	61
School programs	6	32
Recycling/demonstration projects.....	13	23
Beautification.....	25	23
Studies/surveys.....	19	26
Monitoring.....	31	15
Public meetings/discussions.....	69	49
<i>Issues: ^a</i>		
Air quality.....	69	27
Beautification.....	25	20
Economic growth and development.....	0	10
Economic priorities.....	0	7
Energy.....	19	13
Facility siting.....	19	13
Fisheries.....	13	17

TABLE 6 Continued

	% of Organizations in West Virginia (N= 16)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	38	22
Governmental organization.....	19	11
Health and safety.....	25	16
Highways.....	25	14
Landuse control.....	38	34
Landuse planning.....	44	37
Mining.....	50	12
Natural or wild area preservation.....	44	45
Noise.....	13	7
Outdoor recreation.....	38	34
Parks.....	13	29
Pesticides.....	25	19
Petroleum development.....	0	7
Population.....	6	16
Rat/pest control.....	6	3
Sanitation.....	31	13
Soil conservation.....	44	26
Solid waste/recycling.....	31	30
Public transportation.....	0	10
Water management.....	50	30
Water quality.....	63	38
Wetlands.....	13	23
Wildlife.....	38	34
<i>Problems:a</i>		
Lack of intergroup coordination of environmental activity.....	19	19
Better evaluation of group's effectiveness and impact.....	6	15
Lack of contact with other environmentally interested groups.....	13	14
IRS tax laws.....	25	10
Funding.....	44	44

TABLE 6 Continued

	% of Organizations in West Virginia (N=16)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	50	24
Inadequate information service on environmental issues.....	19	12
Inadequate information on organizing environmental activity.....	13	12
Unresponsiveness of government.....	25	29
Unresponsiveness of business.....	19	28
Lack of legal assistance.....	19	11
Lack of technical advice.....	19	9
Lack of staff/membership expertise.....	44	20
Need to broaden the membership base.....	38	41
Training volunteers.....	19	18
Utilizing volunteers.....	38	20
Recruiting volunteers.....	50	35
Leadership development.....	38	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	6	9
Occasionally.....	75	47
Often.....	19	41

Maryland:

The environmental movement in Maryland appears to be very active and visible. The largest statewide issue is the preservation of wetlands. Concern over the development of the Assateague Island National Seashore has been the most recent manifestation of the wetlands issue.

Management and planning of the Chesapeake Bay, and strip mining in Western Maryland, have also received statewide attention. Other significant but perhaps not statewide issues are nuclear power plants on the Chesapeake Bay, the pollution of Baltimore Harbor and the Potomac River, and the development of the Chesapeake and Delaware Canal. Solid waste management and air pollution control have received attention in the Baltimore and Washington, D.C. metropolitan areas. Highways and transportation planning are beginning to receive a great deal of attention. Subdivision development is of concern in specific areas.

Data from Maryland confirms that the issue receiving priority attention from the largest number of organizations is wetlands (42 percent). Another issue receiving close to the same amount of attention is natural or wild area preservation. Still other issues of priority interest for one-third or more of the environmental groups in Maryland are land use planning, outdoor recreation, parks, and water quality.

Although Maryland appears to support a high level of volunteer environmental activity, several activists stated that they felt support is beginning to wane from the high of two years

ago. One explanation offered was that environmentalists came on too strong, saying that disaster is coming. Disaster did not come. Facts and figures used by some environmentalists were also disproven. As a result, a credibility gap widened between the leadership of the environmental movement and the public.

Whether or not there actually is less support for the environmental movement from the general public is difficult to determine. Our data for Maryland, however, shows steady growth in both total members and active members of environmental groups. The drop-out rate is very small. Our statistics further show that 30 percent, compared to 36 percent nationally, of the organization respondents feel that the need to broaden the membership base is a major problem.

Another explanation offered for the decline perceived in the number of volunteers is the changing role of women. To many women, volunteer work now seems less prestigious than working for pay.

Fifty-two percent of the individuals in our survey were male, 48 percent were female. We do not know, however, whether these percentages reflect any change over time in the relative participation of men and women in Maryland environmental groups.

Most of those interviewed agreed that the problem with volunteer environmental groups is that they are all-volunteer. A full-time, salaried person is needed to coordinate activities. Without such a person, the group will tend to disintegrate.

Most organizations do not have the funds to hire even a part-time staff person at minimal wages.

Lack of operating funds was, as usual, seen as the major problem by most groups. With funds, they could hire staff and technical experts. Federal tax laws were continually cited as hampering activities, either by discouraging organizations from lobbying, or by preventing them from obtaining funds to lobby effectively.

Almost two-thirds of the Maryland respondents list obtaining certain physical needs such as office space and clerical help as a problem. Seventy-five percent of the organizations listed funding as a problem. Sixty percent have a problem in training volunteers and 48 percent in utilizing volunteers.

One citizen leader characterized the environmental movement in Maryland as being led by a sort of "interlocking directorate."

Seventy-five percent of the individual respondents talk to others involved in the environmental movement once a week or more. Fifty-three percent of these individuals talk to other involved in the environmental movement twice a week or more.

Eighty-three percent of the individuals surveyed say that at least one of their closest friends is also involved in the environmental movement. Twenty-four percent say that all five of the people they feel closest to are in the environmental movement.

Maryland environmental leaders appear to be keenly aware of leadership problems, and of the need for leadership training. Several organizations pooled their resources last year and sponsored a two-day training workshop. This workshop was successful in all but one respect: it tended to attract only the same hard core of leadership that attends most meetings.

Most of those interviewed thought that environmentalists spend too much time talking to other environmentalists. More aggressive use of the mass media was deemed necessary in order to reach those outside of the movement.

While "clubishness" may indeed be a problem, our data shows that an overwhelming majority of those in the Maryland environmental movement have actively tried to interest others in environmental problems by talking, making speeches and writing articles. Twenty-three percent of the individuals in our survey have tried to influence as many as several hundred people.

A statewide coordinating council, the Maryland Conservation Council attempts to facilitate cooperation and communication among Maryland groups. The MCC is occasionally criticized for being concerned mainly with wilderness and preservation issues. As the council's leadership comes from an ad hoc coalition involved with wetlands preservation, this may be an accurate perception.

Most agree that the Council has been extremely effective in coordinating groups. Several expressed the opinion that the key to the success of the Council has been the staff support that a local citizens environmental information service,

the Central Atlantic Environment Service has been able to provide.

The data from our organizational questionnaire shows that Maryland environmental groups have reasonably high levels of cooperation, while at the same time maintaining organizational independence. Fifty-four percent of the Maryland groups say that they often cooperate with other non-governmental organizations, compared to 41 percent nationally. Sixty-two percent of the Maryland groups say that they are a member of a formal coordinating council compared to 32 percent nationally. A very small number of the groups, however, have either formal written agreements regarding policies and programs, or formal joint budgetary arrangements with other non-governmental organizations on environmental issues.

TABLE 7
(N = Number of Respondents)

Profile of Environmental Volunteers in Maryland

	% of Respondents in Maryland (N= 82)	% of Respondents Nationwide	% of Maryland Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	52	55	49
Female.....	48	45	51
<i>Age:</i>			
0-17.....	2	4	25 (10-24 years.) ^a
18-24.....	9	9	
25-29.....	9	9	7
30-39.....	24	23	12
40-49.....	20	21	12
50+.....	35	33	22
<i>Race/ethnic origin:</i>			
Caucasian/			
European.....	98	96	82
Latin American...	0	0	....
Negro/black			
African.....	2	1	18
American Indian..	0	0	.01
Oriental Asian		0	.04
<i>Marital status:</i>			
Married.....	76	77	61
Single.....	17	18	26
Widowed.....	1	3	7
Separated.....	2	1	3
Divorced.....	2	2	3
<i>Education:</i>			
Some high school	4	7	20
High school degree	6	11	28
Some college	28	22	10
College degree	17	21	7
Some graduate work	22	15	7 (4 yrs. college
Graduate degree	22	23	 or more)

TABLE 7 Continued

	% of Respondents in Maryland (N= 82)	% of Respondents Nationwide	% of Maryland Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	39	35	19
Manager/ administrator	9	8	9
Sales.....	1	2	7
Clerical office worker.....	5	3	21
Service.....	4	1	12
Agriculture...	1	3	1
Skilled labor/ craftsmen....	1	4	14
Labor/factory worker/ transportation	0	2	17
On welfare....	0	0	3.8
<i>Total family income:</i>			
Under \$4,999..	2	5	27
\$5,000 - \$9,999	16	17	28
\$10,000 - \$14,999	13	26	23
\$15,000 - \$19,999	24	23	....
\$20,000 - \$24,999	15	12	17 (\$15,000-\$24,999)
\$25,000 or over	29	16	5
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	57	57	....
5-8 (full day)	15	20	....
9-12			....
(1 1/2 day)..	6	6	....
13-16			....
(2 days).....	6	5	....
17-24			....
(3 days).....	8	5	....
25-32			....
(4 days).....	1	2	....
33+			....
(over 4 days)	6	5	....

TABLE 7 *Continued*

	% of Respondents in Maryland (N= 82)	% of Respondents Nationwide	% of Maryland Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	9	7	....
Scientific/technical assistance.....	34	27	....
Accounting/fiscal..	5	5	....
Administration.....	26	30	....
Clerical/filing/ typing.....	12	18	....
Committee work.....	68	66	....
Documentation/ library.....	8	48	....
Organization policy development.....	44	48	....
Publicity.....	54	50	....
Education.....	68	63	....
Information dissemination....	68	64	....
Helping prepare/ write legislation	19	15	....
Research.....	26	25	....
Fund raising.....	35	28	....
Lobbying	24	18	....
Informal pressure on officials	58	50	....
Boycotting/economic pressure.....	11	16	....
Letter writing.....	69	61	....
Participation in hearings.....	57	41	....
Public meetings, discussion, etc....	62	70	....
Field trips	60	50	....
Demonstration projects (recycling, etc.)	38	42	....
Evaluation	20	24	....
Physical improvement projects (clean up, planting, etc.)	54	53	....
Monitoring	19	12	....
Training/ orientation.....	26	22	....

TABLE 7 Continued

	% of Respondents in Maryland (N= 82)	% of Respondents Nationwide	% of Maryland Population (Census Bureau Statistics)
Recruitment.....	27	27	....
Placement and referral.....	7	7	....
Protest (or advocacy) demonstrations...	9	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 8

Profile of Environmental Organizations
in Maryland
(N = Number of Respondents)

	% of Organizations in Maryland (N=33)	% of Organizations Nationwide
Have official members.....	94	88
Have only a mailing list.....	6	12
<i>Membership (number of persons):</i>		
Under 100.....	39	45
100-499.....	42	27
500+.....	18	29
<i>Membership (number of groups):</i>		
0-4.....	97	94
5-19.....	3	4
20+.....	0	2
<i>Years environmentally active:</i>		
0-2.....	24	26
3-5.....	33	29
6-9.....	6	9
10+.....	36	36
<i>Staff:</i>		
None.....	31	36
All volunteer.....	44	30
Some paid.....	22	23
All paid.....	1	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	3	7
26-50%.....	6	6
51-75%.....	3	6
76+.....	88	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 8

Continued

	% of Organizations in Maryland (N= 33)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	0	3
Executive board.....	58	47
Active members only.....	18	21
Vote by all members.....	24	25
<i>Location of central quarters:</i>		
Private home.....	37	37
Shared office space.....	28	30
Private office space.....	31	28
<i>Total annual budget:</i>		
Under \$500.....	22	30
\$500 - \$1,000.....	12	12
\$1,001 - \$2,000.....	16	12
\$2,001 - \$6,000.....	16	13
\$6,001 - \$15,000.....	16	7
\$15,001 - \$25,000.....	6	4
\$25,001 - \$50,000.....	3	8
\$50,001 - \$500,000.....	9	10
Over \$500,000.....	0	1
<i>Sources of Revenue:^a</i>		
Memberships.....	76	57
Foundations/private grants.....	6	8
Individual donations.....	30	24
Corporate contributions.....	6	5
Government.....	3	7
Other ^b	31	30
^a Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE 8

Continued

	% of Organizations in Maryland (N= 33)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	41	33
Nonprofit, tax-exempt.....	42	38
Other.....	15	30
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	26	34
Municipality.....	19	35
County.....	42	34
Several counties or towns.....		17
Metropolitan area.....	29	21
Watershed.....	17	20
State.....	52	35
Regional (two or more states).....	10	9
National.....	10	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	12	14
55 - 100%.....	9	8
25 - 54%.....	18	11
1 - 25%.....	30	29
Membership steady.....	21	24
Some decline (under 10%).....	6	8
Significant decline (10-30%).....	3	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	3	11
55 - 100% increase.....	10	9
25 - 54% increase.....	10	13
1 - 25% increase.....	30	26
Participation steady.....	40	36
Some decline (under 10%).....	3	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	3	1

TABLE

8

Continued

	% of Organizations in Maryland (N= 33)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	26	17
Informal pressure on leaders.....	44	35
Litigation.....	11	7
Information dissemination.....	67	65
Public education.....	52	67
Research.....	11	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	78	56
Publicity.....	44	51
Urging alternative life styles.....	0	7
Participating in hearings.....	57	46
Helping research/write legislation.....	26	19
Public meetings/discussion.....	48	51
<i>Community service methods:^a</i>		
Public education.....	56	61
School programs	30	32
Recycling/demonstration projects.....	15	23
Beautification.....	22	23
Studies/surveys.....	22	26
Monitoring.....	15	15
Public meetings/discussions.....	56	49
<i>Issues: ^a</i>		
Air quality.....	24	27
Beautification.....	12	20
Economic growth and development.....	9	10
Economic priorities.....	6	7
Energy.....	6	13
Facility siting.....	24	13
Fisheries.....	12	17

TABLE 8 *Continued*

	% of Organizations in Maryland (N= 33)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	6	22
Governmental organization.....	12	11
Health and safety.....	12	16
Highways.....	15	14
Landuse control.....	30	34
Landuse planning.....	33	37
Mining.....	12	12
Natural or wild area preservation.....	42	45
Noise.....	3	7
Outdoor recreation.....	33	34
Parks.....	33	29
Pesticides.....	9	19
Petroleum development.....	9	7
Population.....	21	16
Rat/pest control.....	0	3
Sanitation.....	12	13
Soil conservation.....	18	26
Solid waste/recycling.....	27	30
Public transportation.....	12	10
Water management.....	24	30
Water quality.....	36	38
Wetlands.....	42	23
Wildlife.....	27	34
<i>Problems:a</i>		
Lack of intergroup coordination of environmental activity.....	15	19
Better evaluation of group's effectiveness and impact.....	15	15
Lack of contact with other environmentally interested groups.....	11	14
IRS tax laws.....	18	10
Funding.....	30	44

TABLE 8 Continued

	% of Organizations in Maryland (N= 33)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	30	24
Inadequate information service on environmental issues.....	7	12
Inadequate information on organizing environmental activity.....	11	12
Unresponsiveness of government.....	37	29
Unresponsiveness of business.....	41	28
Lack of legal assistance.....	15	11
Lack of technical advice.....	11	9
Lack of staff/membership expertise.....	15	20
Need to broaden the membership base.....	30	41
Training volunteers.....	26	18
Utilizing volunteers.....	26	20
Recruiting volunteers.....	41	35
Leadership development.....	37	30
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	7	9
Occasionally.....	39	47
Often.....	54	41

Delaware:

The leadership of the environmental movement in Delaware appears to be a very cohesive group. Despite the fact that a broad cross section of environmental interests were represented in the interview sessions, most participants were acquainted, and all were well-informed on one another's issues and problems.

The majority of the Delaware individuals in our survey speak with other people involved in the environmental movement at least once a week. In addition, the majority of the survey respondents have at least one close friend who is also involved in the environmental movement.

The cohesiveness of the movement is in part due to the size of the state. The farthest section of the state can be reached in less than one-half day. The major recent unifying influence, however, was the successful statewide effort in 1971 to pass a strong coastal zoning act in the Delaware legislature. (This act prohibited further major industrial development of Delaware's bay and ocean coast.) Through participation in this effort, environmentalists got to know one another.

Delaware groups have also worked cooperatively on environmental education, watershed protection, solid waste disposal, land use planning, and air pollution control.

With only fourteen respondents from Delaware to our questionnaire, we must treat our data somewhat tentatively. The data from this questionnaire shows that those issues

receiving priority attention from the largest number of groups are: land use control, land use planning, natural or wild area preservation, and wetlands. Other issues named by many groups for priority attention are: air quality, outdoor recreation, solid waste/recycling, water quality, and wildlife.

Delaware groups interviewed said they had trouble using volunteers effectively. Two major problems were mentioned:

- Most volunteers are not committed to long range activity.
- It is difficult to fit volunteers into the right job.

As in other areas of the country, a small core of dedicated people spend an inordinate amount of time trying to do everything themselves. Enough volunteers to relieve them are either not available, or not trained.

Sixty-nine percent of the volunteers in Delaware contribute less than four hours per week to voluntary environmental activities. Only 7 percent of the volunteers contribute thirteen hours or more per week. (This contrasts with 17 percent nationally.)

Lack of money was frequently cited by Delaware environmentalists as a major problem. Additional funds would allow groups to hire technical experts to assist in the evaluation of environmental problems. Delaware environmentalists also complain about the restrictive federal tax laws.

Those interviewed felt that the development of a central coordinating council for environmental groups is a necessity.

This need is particularly acute because it is anticipated that the coastal zoning act will be challenged in court. Concerted action by environmentalists would then be required.

When asked to describe their frequency of cooperation with other non-governmental organizations on environmental issues, a clear majority of the organizations said that they occasionally cooperate, and about one-third said they often cooperate.

Half of the organizations in our survey said that lack of intergroup coordination of environmental activity is a problem, and for several this was considered to be a major problem. When asked to describe the frequency of given levels of cooperation, significant percentages said that even cooperation at the more informal levels is not frequent. The kind of cooperation most often mentioned was "familiarity with personnel of other organizations." The areas where cooperation was almost non-existent were formal joint budgetary arrangements and formal written agreements regarding policy and programs.

TABLE 9

Profile of Environmental Volunteers in Delaware
(N = Number of Respondents)

	% of Respondents in Delaware (N= 31)	% of Respondents Nationwide	% of Delaware Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	45	55	49
Female.....	55	45	51
<i>Age:</i>			
0-17.....	3	4	28 (10-24 yrs.) ^a
18-24.....	3	9	....
25-29.....	3	9	7
30-39.....	29	24	12
40-49.....	26	21	12
50+.....	35	33	21
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	97	98	85
Latin American...	3	0	....
Negro/black			
African.....	0	1	14
American Indian..	0	0	0.1
Oriental Asian	0	0	0.3
<i>Marital status:</i>			
Married.....	90	77	62
Single.....	7	18	25
Widowed.....	3	3	7
Separated.....	0	1	2
Divorced.....	0	2	3
<i>Education:</i>			
Some high school	7	7	22
High school degree	7	11	32
Some college	21	22	10
College degree	17	21	7
Some graduate work	28	15	6 (4 yrs. college or
Graduate degree	21	23	 more)

TABLE 9 Continued

	% of Respondents in Delaware (N=31)	% of Respondents Nationwide	% of Delaware Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	23	35	18
Manager/ administrator	3	8	8
Sales.....	0	2	7
Clerical office worker.....	3	3	18
Service.....	0	1	12
Agriculture...	0	3	2
Skilled labor/ craftsmen....	3	4	15
Labor/factory worker/ transportation	3	2	20
On welfare....	0	0	3.9
<i>Total family income:</i>			
Under \$4,999..	0	5	29
\$5,000 - \$9,999	10	17	30
\$10,000 - \$14,999	27	26	23
\$15,000 - \$19,999	27	23	13 (\$15,000-\$24,999)
\$20,000 - \$24,999	17	12	....
\$25,000 or over	20	16	4
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	69	57	....
5-8 (full day)	21	20	....
9-12			
(1 1/2 day)..	3	6	....
13-16			
(2 days).....	0	5	....
17-24			
(3 days).....	0	5	....
25-32			
(4 days).....	0	2	....
33+			
(over 4 days)	7	5	....

TABLE 9 Continued

	% of Respondents in Delaware (N= 31)	% of Respondents Nationwide	% of Delaware Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	4	8	....
Scientific/technical assistance.....	28	27	....
Accounting/fiscal..	7	5	....
Administration.....	9	30	....
Clerical/filing/ typing.....	12	18	....
Committee work.....	61	66	....
Documentation/ library.....	17	15	....
Organization policy development.....	31	48	....
Publicity.....	35	50	....
Education.....	50	63	....
Information dissemination....	60	64	....
Helping prepare/ write legislation	12	15	....
Research.....	22	25	....
Fund raising.....	16	28	....
Lobbying	21	18	....
Informal pressure on officials	62	50	....
Boycotting/economic pressure.....	17	16	....
Letter writing.....	52	61	....
Participation in hearings.....	35	41	....
Public meetings, discussion, etc....	77	70	....
Field trips	67	50	....
Demonstration projects (recycling, etc.)	45	42	....
Evaluation	13	24	....
Physical improvement projects (clean up, planting, etc.)	62	53	....
Monitoring	0	12	....
Training/ orientation.....	14	22	....

TABLE 9 *Continued*

	% of Respondents in Delaware (N= 31)	% of Respondents Nationwide	% of Delaware Population (Census Bureau Statistics)
Recruitment.....	9	27	....
Placement and referral.....	0	7	....
Protest (or advocacy) demonstrations...	8	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 10

Profile of Environmental Organizations
in Delaware
(N = Number of Respondents)

	% of Organizations in Delaware (N=14)	% of Organizations Nationwide
Have official members.....	93	89
Have only a mailing list.....	7	12
<i>Membership (number of persons):</i>		
Under 100.....	7	45
100-499.....	50	27
500+.....	43	29
<i>Membership (number of groups):</i>		
0-4.....	93	94
5-19.....	0	4
20+.....	7	2
<i>Years environmentally active:</i>		
0-2.....	21	26
3-5.....	14	29
6-9.....	21	9
10+.....	43	36
<i>Staff:</i>		
None.....	29	36
All volunteer.....	21	30
Some paid.....	29	23
All paid.....	21	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	7	7
26-50%.....	7	6
51-75%.....	7	6
76+.....	79	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 10

Continued

	% of Organizations in Delaware (N=14)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	0	3
Executive board.....	57	47
Active members only.....	21	21
Vote by all members.....	21	25
<i>Location of central quarters:</i>		
Private home.....	29	37
Shared office space.....	29	30
Private office space.....	36	28
<i>Total annual budget:</i>		
Under \$500.....	8	30
\$500 - \$1,000.....	8	12
\$1,001 - \$2,000.....	8	12
\$2,001 - \$6,000.....	23	13
\$6,001 - \$15,000.....	0	7
\$15,001 - \$25,000.....	23	4
\$25,001 - \$50,000.....	15	8
\$50,001 - \$500,000.....	8	10
Over \$500,000.....	8	1
<i>Source of Revenue:^a</i>		
Memberships.....	71	57
Foundations/private grants.....	14	8
Individual donations.....	29	24
Corporate contributions.....	0	5
Government.....	7	7
Other ^b	21	30
^a Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE 10 Continued

	% of Organizations in Delaware (N= 14)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	21	33
Nonprofit, tax-exempt.....	57	38
Other.....	21	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	38	34
Municipality.....	29	35
County.....	50	34
Several counties or towns.....	7	17
Metropolitan area.....	21	21
Watershed.....	0	20
State.....	64	35
Regional (two or more states).....	21	9
National.....	21	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	7	14
55 - 100%.....	7	8
25 - 54%.....	7	11
1 - 25%.....	28	29
Membership steady.....	29	24
Some decline (under 10%).....	21	8
Significant decline (10-30%).....	0	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	7	11
55 - 100% increase.....	0	9
25 - 54% increase.....	7	13
1 - 25% increase.....	28	26
Participation steady.....	50	36
Some decline (under 10%).....	7	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

TABLE 10

Continued

	% of Organizations in Delaware (N= 14)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	38	17
Informal pressure on leaders.....	54	35
Litigation.....	0	7
Information dissemination.....	61	65
Public education.....	54	67
Research.....	0	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	69	56
Publicity.....	25	51
Urging alternative life styles.....	8	7
Participating in hearings.....	85	46
Helping research/write legislation.....	17	19
Public meetings/discussion.....	54	51
<i>Community service methods:^a</i>		
Public education.....	50	61
School programs	21	32
Recycling/demonstration projects.....	21	23
Beautification.....	29	23
Studies/surveys.....	36	26
Monitoring.....	14	15
Public meetings/discussions.....	36	49
<i>Issues: ^a</i>		
Air quality.....	21	27
Beautification.....	14	20
Economic growth and development.....	14	10
Economic priorities.....	7	7
Energy.....	14	13
Facility siting.....	7	13
Fisheries.....	14	17

TABLE 10 *Continued*

	% of Organizations in Delaware (N=14)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	0	22
Governmental organization.....	7	11
Health and safety.....	7	16
Highways.....	7	14
Landuse control.....	43	34
Landuse planning.....	57	37
Mining.....	0	12
Natural or wild area preservation.....	43	45
Noise.....	7	7
Outdoor recreation.....	21	34
Parks.....	14	29
Pesticides.....	14	19
Petroleum development.....	14	7
Population.....	21	16
Rat/pest control.....	0	3
Sanitation.....	0	13
Soil conservation.....	14	26
Solid waste/recycling.....	29	30
Public transportation.....	14	10
Water management.....	43	30
Water quality.....	36	38
Wetlands.....	43	23
Wildlife.....	36	34
<i>Problems:a</i>		
Lack of intergroup coordination of environmental activity.....	21	19
Better evaluation of group's effectiveness and impact.....	15	15
Lack of contact with other environmentally interested groups.....	14	14
IRS tax laws.....	7	10
Funding.....	14	44

TABLE 10 Continued

	% of Organizations in Delaware (N=14)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	7	24
Inadequate information service on environmental issues.....	0	12
Inadequate information on organizing environmental activity.....	0	12
Unresponsiveness of government.....	14	29
Unresponsiveness of business.....	21	28
Lack of legal assistance.....	14	11
Lack of technical advice.....	21	9
Lack of staff/membership expertise.....	8	20
Need to broaden the membership base.....	43	41
Training volunteers.....	14	18
Utilizing volunteers.....	14	20
Recruiting volunteers.....	21	35
Leadership development.....	21	30
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	0	9
Occasionally.....	64	47
Often.....	36	41

District of Columbia:

With the exception of two organizations--the Washington Ecology Center and the Emergency Committee on the Transportation Crisis--the level of voluntary environmental activity in the District of Columbia does not appear intense. Most members of environmentally concerned organizations seem to just pay their dues and let their involvement go at that.*

There were only thirteen organizational respondents and only fifteen individual respondents for the District of Columbia. Hence, the results of our questionnaire data should be treated as perhaps indicative, not definitive.

Volunteers in D.C. give mostly time, and some financial support to environmental activities. Our statistics show that individual respondents to our questionnaire generally contributed somewhere under twelve hours per week to environmental activities.

The active minority takes part in activities ranging from recreational pursuits to lobbying. The local chapter of a national organization has a monthly nature series, open to the public, that draws about 200 people each month.

The chief activities of individuals responding to our questionnaire are: scientific/technical assistance, committee work, organization policy development, information dissemination, research, public meetings and discussions, and field trips.

* This summary excludes national organizations headquartered in D.C. but does include local chapters of national groups.

Three major environmental issues appear to be the major focus of activities in the District of Columbia: transportation planning, air pollution and land use planning. Concern over these issues has led to new, informal coalitions of urban oriented groups and traditional conservation organizations. Specifically, concern over these three issues has led to:

- A broad-based effort to stop Congress from ramming a freeway system through the D.C. metropolitan area, including a successful suit to delay construction of the Three Sisters Bridge across the Potomac River;
- A push for strict air quality standards and implementation procedures for the National Capitol Air Quality region;
- A fight against several proposals for zoning changes to permit high density neighborhood development, some of them related to proposed routes and stations for the METRO rapid rail transit system which is under construction.

Although the Potomac River's water quality has been a major issue in the metropolitan region, it does not appear to have received much attention from D.C. environmental groups.

D.C. groups have shown modest interest in the development of the urban waterfront and in solid waste disposal. The latter problem is tied directly to air pollution problems,

since one source of air pollution is incineration of solid waste.

The environmental issues that are named most often for priority attention by our organizational respondents are land use control and land use planning. Other issues receiving major attention are: air quality, natural or wild area preservation, outdoor recreation, parks, solid waste/recycling, public transportation, and water quality.

Local environmental organizations call lack of office space one of their biggest problems. There is no central place for maintaining files and records, and no place for meetings. As a result, D.C. environmental efforts tend to be scattered and uncoordinated.

Most of the groups have problems in attracting and retaining volunteers. Environmental leaders observed that most volunteers lost interest quickly. They were not able to agree on any one reason for dropouts but did agree that training programs would help mitigate the problem. The leaders also made it clear, however, that they are generally too busy to give new volunteers the guidance they need. As a result, volunteers are for the most part ineffective and eventually tend to drift away because they don't feel they are being useful.

The problems considered to be most important by our organizational respondents are funding, need to broaden the membership base, recruitment of volunteers, and leadership

development. Other problem areas considered to be important are physical needs such as clerical help, and office space, unresponsiveness of business, and training of volunteers.

Most of D.C. organizations belong to loose metropolitan area, single-issue coalitions. Many also belong to the Maryland and/or Virginia Conservation Councils. Although leading environmentalists see one another fairly frequently at meetings, they agree that there is a need for better communication among groups. Several suggested that a shared office in which each organization could be assured space and access to office equipment might, in addition to solving some physical problems, give environmental leaders more opportunities to work together. Those interviewed saw no point in having a formal coalition or coordinating structure. They said that such an attempt to formalize relationships would probably become too bureaucratic.

About one-third of the environmental groups in our survey considered lack of intergroup coordination of environmental activity to be a problem. Just over half of the groups say that they often cooperate with other non-governmental organizations on environmental activities, and slightly more than one-third say that they are a member of a coordinating council. Only a very small number say that they frequently cooperate at the most formal levels. (Thirty-six percent do say that they participate in formal joint projects.)

Nearly all the environmental organizations interviewed said that they operate on a financial shoe string. Most groups

think that federal tax restrictions against lobbying should be lifted so that non-profit organizations, as well as corporations, could have an impact on decision-making. The one exception to the money shortage problem is a consumer-oriented organization, Concern, Inc., run mainly by the wives of prominent national figures. This organization has apparently obtained good publicity for the environmental movement, and has an entree to sources of funding not normally open to environmental organizations.

TABLE 11

Profile of Environmental Volunteers in District of Columbia
(N = Number of Respondents)

	% of Respondents in D.C. (N= 15)	% of Respondents Nationwide	% of D.C. Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	33	55	46
Female.....	67	45	54
<i>Age:</i>			
0-17.....	20	4	28 (10-24) ^a
18-24.....	7	9	....
25-29.....	0	9	9
30-39.....	13	24	12
40-49.....	13	21	11
50+.....	47	33	23
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	100	98	28
Latin American...	0	0	....
Negro/black			
African.....	0	1	71
American Indian..	0	0	0.1
Oriental Asian	0	0	0.6
<i>Marital status:</i>			
Married.....	53	77	43
Single.....	33	18	36
Widowed.....	13	3	9
Separated.....	0	1	7
Divorced.....	0	2	5
<i>Education:</i>			
Some high school	20	7	21
High school degree	0	11	26
Some college	0	22	11
College degree	20	21	8
Some graduate work	20	15	10 (4 yrs. college or more)
Graduate degree	40	23	....

TABLE 11 Continued

	% of Respondents in D.C. (N= 15)	% of Respondents Nationwide	% of D.C. Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	27	35	19
Manager/ administrator	0	8	7
Sales.....	0	2	4
Clerical office worker.....	7	3	29
Service.....	0	1	21
Agriculture...	0	3	....
Skilled labor/ craftsmen....	0	4	7
Labor/factory worker/ transportation	0	2	13
On welfare....	0	0	6
<i>Total family income:</i>			
Under \$4,999..	14	5	37
\$5,000 - \$9,999	7	17	32
\$10,000 - \$14,999	14	26	16
\$15,000 - \$19,999	14	23	11 (\$15,000-\$24,999)
\$20,000 - \$24,999	14	12	....
\$25,000 or over	36	16	5
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	20	57	....
5-8 (full day)	33	20	....
9-12			
(1 1/2 day)..	20	6	....
13-16			
(2 days).....	13	5	....
17-24			
(3 days).....	7	4	....
25-32			
(4 days).....	0	2	....
33+			
(over 4 days)	7	5	....

TABLE 11 Continued

	% of Respondents in D.C. (N= 15)	% of Respondents Nationwide	% of D.C. Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	10	8	....
Scientific/technical assistance.....	50	27	....
Accounting/fiscal..	9	5	....
Administration.....	36	30	....
Clerical/filing/ typing.....	30	18	....
Committee work.....	77	66	....
Documentation/ library.....	50	15	....
Organization policy development.....	54	48	....
Publicity.....	40	50	....
Education.....	50	63	....
Information dissemination....	75	64	....
Helping prepare/ write legislation	18	15	....
Research.....	60	25	....
Fund raising.....	11	28	....
Lobbying	44	18	....
Informal pressure on officials	50	50	....
Boycotting/economic pressure.....	0	16	....
Letter writing.....	73	61	....
Participation in hearings.....	42	41	....
Public meetings, discussion,etc....	69	70	....
Field trips	58	50	....
Demonstration projects (recycling,etc.)	30	42	....
Evaluation	20	24	....
Physical improvement projects (clean up, planting,etc.) ...	25	53	....
Monitoring	8	12	....
Training/ orientation.....	25	22	....

TABLE 11 *Continued*

	% of Respondents in D.C. (N=15)	% of Respondents Nationwide	% of D.C. Population (Census Bureau Statistics)
Recruitment.....	50	27	....
Placement and referral.....	9	7	....
Protest (or advocacy) demonstrations...	27	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 12

Profile of Environmental Organizations
in District of Columbia
(N - Number of Respondents)

	% of Organizations in D.C. (N=13)	% of Organizations Nationwide
Have official members.....	77	88
Have only a mailing list.....	23	12
<i>Membership (number of persons):</i>		
Under 100.....	31	45
100-499.....	23	27
500+.....	46	29
<i>Membership (number of groups):</i>		
0-4.....	77	94
5-19.....	15	4
20+.....	8	2
<i>Years environmentally active:</i>		
0-2.....	38	26
3-5.....	15	29
6-9.....	15	9
10+.....	31	36
<i>Staff:</i>		
None.....	23	36
All volunteer.....	23	30
Some paid.....	46	23
All paid.....	8	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	8	7
26-50%.....	8	6
51-75%.....	8	6
76+.....	77	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 12

Continued

	% of Organizations in D.C. (N=13)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	8	3
Executive board.....	54	47
Active members only.....	38	21
Vote by all members.....	0	25
<i>Location of central quarters:</i>		
Private home.....	23	37
Shared office space.....	15	30
Private office space.....	54	28
<i>Total annual budget:</i>		
Under \$500.....	38	30
\$500 - \$1,000.....	0	12
\$1,001 - \$2,000.....	8	12
\$2,001 - \$6,000.....	0	13
\$6,001 - \$15,000.....	8	7
\$15,001 - \$25,000.....	8	4
\$25,001 - \$50,000.....	31	8
\$50,001 - \$500,000.....	8	10
Over \$500,000.....	0	1
<i>Source of Revenue:^a</i>		
Memberships.....	54	57
Foundations/private grants.....	8	8
Individual donations.....	31	24
Corporate contributions.....	0	5
Government.....	15	7
Other ^b	46	30
^a Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

196

TABLE 12

Continued

	% of Organizations in D.C. (N= 13)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	17	33
Nonprofit, tax-exempt.....	50	38
Other.....	33	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	31	34
Municipality.....	38	35
County.....	15	34
Several counties or towns.....	8	17
Metropolitan area.....	46	21
Watershed.....	8	20
State.....	8	35
Regional (two or more states).....	31	9
National.....	23	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	18	14
55 - 100%.....	18	8
25 - 54%.....	0	11
1 - 25%.....	36	29
Membership steady.....	18	24
Some decline (under 10%).....	9	8
Significant decline (10-30%).....	0	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	30	11
55 - 100% increase.....	0	9
25 - 54% increase.....	0	13
1 - 25% increase.....	40	26
Participation steady.....	20	36
Some decline (under 10%).....	10	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

TABLE 12

Continued

	% of Organizations in D.C. (N=13)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	25	17
Informal pressure on leaders.....	33	35
Litigation.....	8	7
Information dissemination.....	75	65
Public education.....	58	67
Research.....	25	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	67	56
Publicity.....	58	51
Urging alternative life styles.....	0	7
Participating in hearings.....	67	46
Helping research/write legislation.....	17	19
Public meetings/discussion.....	33	51
<i>Community service methods:^a</i>		
Public education.....	54	61
School programs	0	32
Recycling/demonstration projects.....	27	23
Beautification.....	9	23
Studies/surveys.....	18	26
Monitoring.....	0	15
Public meetings/discussions.....	36	49
<i>Issues: ^a</i>		
Air quality.....	23	27
Beautification.....	15	20
Economic growth and development.....	0	10
Economic priorities.....	0	7
Energy.....	0	13
Facility siting.....	0	13
Fisheries.....	0	17

TABLE 12 Continued

	% of Organizations in D.C. (N= 13)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	15	22
Governmental organization.....	15	11
Health and safety.....	15	16
Highways.....	15	14
Landuse control.....	38	34
Landuse planning.....	38	37
Mining.....	0	12
Natural or wild area preservation.....	31	45
Noise.....	0	7
Outdoor recreation.....	23	34
Parks.....	23	29
Pesticides.....	15	19
Petroleum development.....	8	7
Population.....	8	16
Rat/pest control.....	0	3
Sanitation.....	0	13
Soil conservation.....	8	26
Solid waste/recycling.....	23	30
Public transportation.....	23	10
Water management.....	15	30
Water quality.....	31	38
Wetlands.....	15	23
Wildlife.....	15	34
<i>Problems:a</i>		
Lack of intergroup coordination of environmental activity.....	18	19
Better evaluation of group's effectiveness and impact.....	9	15
Lack of contact with other environmentally interested groups.....	9	14
IRS tax laws.....	9	10
Funding.....	45	44

TABLE 12 Continued

	% of Organizations in D.C. (N= 13)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	27	24
Inadequate information service on environmental issues.....	0	12
Inadequate information on organizing environmental activity.....	9	12
Unresponsiveness of government.....	36	29
Unresponsiveness of business.....	27	28
Lack of legal assistance.....	9	11
Lack of technical advice.....	0	9
Lack of staff/membership expertise.....	18	20
Need to broaden the membership base.....	45	41
Training volunteers.....	27	18
Utilizing volunteers.....	18	20
Recruiting volunteers.....	45	35
Leadership development.....	45	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	0	9
Occasionally.....	42	47
Often.....	58	41

Region VIII

Colorado:

Colorado has a highly visible, very active volunteer environmental movement.

The state can be roughly divided into three geopolitical areas: the west slope of the Rocky Mountains, the east slope (central Colorado including Denver), and eastern Colorado. The Denver area (population 1,227,529) dominates the state politically, and the most visible environmental activity occurs in central Colorado and Denver. The visibility of the movement in this area stems in part from the fact that several national organizations and the Rocky Mountain Center on the Environment are headquartered in Denver.

Environmental groups in Colorado are involved in the following issues: trans-mountain water diversion, hydroelectric dams, wilderness preservation, predator control, radioactive tailings disposal, and natural resource extraction (the release of natural gas through underground nuclear explosions, and oil shale development). In the Denver area, air pollution and transportation problems receive much attention. Strip mining and land use planning are beginning to receive more attention.

The issues that receive priority attention from the largest number of groups in Colorado are: land use control, land use planning, and natural or wild area preservation. Other issues receiving at least some attention from a large number of groups are: outdoor recreation, parks, solid waste/recycling, water

management, wildlife, water quality and mining, beautification and air quality.

Environmental leaders noted that the movement is crisis oriented. They defined a crisis as something that hits people where they are, economically, psychologically, and in other ways.

Fifty-seven percent of the volunteers in Colorado said that personal exposure to an environmental problem was vital in motivating their initial involvement in the environmental movement. Another 32 percent said that such exposure was at least important.

Most of the organizations exist through the efforts of a small core of hard-working individuals. In most cases, these leaders are active in several environmental groups. It is evidently not unusual for the same person to attend a COSC (Colorado Open Space Council) Wilderness Workshop on Monday, a Sierra Club Wilderness Committee meeting on Tuesday, and another wilderness oriented meeting on Wednesday. At each meeting, at least half the faces will be identical.

Sixty percent of the organizations in Colorado say that under one-half of their membership actually participates in the activities of the group. Fifty-five percent of the individuals surveyed said that they contributed less than four hours per week to voluntary environmental activities.

Several leaders noted that environmental groups spend too much time talking to one another. To be more effective, they feel they must begin to reach outsiders.

An overwhelming majority of the individuals said that they talk to others involved in the environmental movement

at least once a week. Fifty percent said that they talk with others involved in the environmental movement three times a week or more. For 83 percent of the volunteers at least one of their closest friends is also involved in the environmental movement.

Many stressed the need for full-time staff to coordinate activities and volunteers. "A full-time staff is needed to get half-time volunteers going--a full-time volunteer often drops out after six months because he can't tolerate the pace," said one leader.

At the same time, a few of those interviewed in Colorado expressed concern over the possible consequences of staff support to a volunteer group. They cautioned that staff support can mean that volunteers rely too much on the staff to do things, and the staff may end up running the organization rather than serving the volunteers.

Almost everyone pointed to lack of money for hiring staff and maintaining communications as the major problem, although several of the organizations interviewed do have some staff support.

The three greatest problem areas listed by environmentally concerned groups in our survey are funding, recruiting volunteers, and leadership development. Other problem areas of at least some concern to a large number of groups are physical needs such as office space, and clerical help, the unresponsiveness of government, and industry, and the training

and utilizing of volunteers.

COSC has tried to coordinate environmentally concerned organizations, but has met with mixed success in this effort. Several environmentalists spoke of a sharp split between "old-line conservationists-preservationists" and the "new environmentalists"--in other words, between those concerned primarily with wilderness preservation as opposed to those who assign the most importance to urban issues such as solid waste disposal and air pollution. Most agreed that, for a long time, COSC represented mostly the preservationist side. Recently, this image has apparently been changing.

COSC also suffers from a geographic representation problem. Although COSC has tried to be a statewide "organization of organizations," it actually represents only the Denver corridor of central Colorado. Coordination among west slope, eastern, and central Colorado environmental groups looks sporadic and ad hoc. This is probably due partly to the fact that COSC is headquartered in Denver, and all its meetings have been held there.

COSC now has a full-time lobbyist during the legislative session. As a result of the efforts of this lobbyist, coordination with more distant groups appears to be improving.

Coordination among environmental groups in the urban corridor is enhanced by the location of the headquarters of several groups in one building. Consequently, other organizations, that could not afford office space, can occupy a desk and phone in a central

location. An even larger number of groups can borrow the expensive office equipment when necessary. One organization at this central address maintains a round-the-clock phone service during the legislative session, giving up-to-date information on bills and hearings.

Fifty-one percent of the groups surveyed said that they often cooperate with other non-governmental organizations on environmental issues. Thirty-six percent said that they occasionally do so. Forty-five percent of the organizations said that they are a member of a coordinating council, compared to 32 percent nationally. As in other areas of the country, the more formal levels of cooperation, other than membership on a council, are fairly infrequent. Formal written policy agreements, exchanges of personnel and material, and joint budgetary arrangements are the least frequent modes of cooperation. The mode of cooperation used most often by groups is "informal working together on issues."

TABLE 13

Profile of Environmental Volunteers in Colorado
(N = Number of Respondents)

	% of Respondents in Colorado (N= 109)	% of Respondents Nationwide	% of Colorado Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	48	55	49
Female.....	52	45	51
<i>Age:</i>			
0-17.....	0	4	30 (10-24) ^a
18-24.....	6	9	....
25-29.....	16	9	12
30-39.....	25	24	12
40-49.....	22	21	12
50+.....	30	33	21
<i>Race/ethnic origin:</i>			
Caucasian/			
European.....	99	98	96
Latin American...	0	0	....
Negro/black			
African.....	1	1	3
American Indian..	0	0	0.4
Oriental Asian	0	0	0.5
<i>Marital status:</i>			
Married.....	77	77	62
Single.....	11	18	26
Widowed.....	5	3	6
Separated.....	0	1	3
Divorced.....	7	2	4
<i>Education:</i>			
Some high school	2	7	16
High school degree	6	11	34
Some college	15	22	15
College degree	24	21	9
Some graduate work	29	15	6 (4 yrs college
Graduate degree	24	23	 or more)

TABLE 13 Continued

	% of Respondents in Colorado (N= 109)	% of Respondents Nationwide	% of Colorado Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	40	35	20
Manager/ administrator	5	8	10
Sales.....	0	2	8
Clerical office worker.....	2	3	18
Service.....	0	1	13
Agriculture...	4	3	5
Skilled labor/ craftsmen....	2	4	12
Labor/factory worker/ transportation	0	2	15
On welfare....	0	0	5
<i>Total family income:</i>			
Under \$4,999..	6	5	36
\$5,000 - \$9,999	15	17	30
\$10,000 - \$14,999	20	26	20
\$15,000 - \$19,999	29	23	11 (\$15,000-\$24,999)
\$20,000 - \$24,999	11	12	....
\$25,000 or over	19	16	3
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	55	57	....
5-8 (full day)	24	20	....
9-12			
(1 1/2 day)..	6	6	....
13-16			
(2 days).....	4	5	....
17-24			
(3 days).....	4	5	....
25-32			
(4 days).....	3	2	....
33+			
(over 4 days)	4	5	....

(207)

TABLE 13 Continued

	% of Respondents in Colorado (N= N109)	% of Respondents Nationwide	% of Colorado Population (Census Bureau Statistics)
Primary voluntary environmental activities:			
Legal assistance/ litigation.....	11	8	....
Scientific/technical assistance.....	37	27	....
Accounting/fiscal..	5	5	....
Administration.....	39	30	....
Clerical/filing/ typing.....	20	18	....
Committee work.....	72	66	....
Documentation/ library.....	19	15	....
Organization policy development.....	57	48	....
Publicity.....	45	50	....
Education.....	64	63	....
Information dissemination....	72	64	....
Helping prepare/ write legislation	20	15	....
Research.....	29	25	....
Fund raising.....	27	28	....
Lobbying	21	18	....
Informal pressure on officials	56	50	....
Boycotting/economic pressure.....	16	16	....
Letter writing.....	59	61	....
Participation in hearings.....	50	41	....
Public meetings, discussion,etc....	68	70	....
Field trips	43	50	....
Demonstration projects (recycling,etc.)	29	42	....
Evaluation	29	24	....
Physical improvement projects (clean up, planting,etc.)	43	53	....
Monitoring	16	12	....
Training/ orientation.....	26	22	....

TABLE 13 *Continued*

	% of Respondents in Colorado (N= N109)	% of Respondents Nationwide	% of C olorado Population (Census Bureau Statistics)
Recruitment.....	27	27	....
Placement and referral.....	12	7	....
Protest (or advocacy) demonstrations...	8	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 14

Profile of Environmental Organizations
in Colorado
(N = Number of Respondents)

	% of Organizations in Colorado (N= 49)	% of Organizations Nationwide
Have official members.....	91	88
Have only a mailing list.....	8	12
<i>Membership (number of persons):</i>		
Under 100.....	31	45
100-499.....	41	27
500+.....	29	29
<i>Membership (number of groups):</i>		
0-4.....	96	94
5-19.....	2	4
20+.....	2	2
<i>Years environmentally active:</i>		
0-2.....	24	26
3-5.....	35	29
6-9.....	12	9
10+.....	29	36
<i>Staff:</i>		
None.....	35	36
All volunteer.....	29	30
Some paid.....	26	23
All paid.....	10	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	2	7
26-50%.....	8	6
51-75%.....	6	6
76+.....	84	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 14

Continued

	% of Organizations in Colorado (N=49)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	8	3
Executive board.....	51	47
Active members only.....	22	21
Vote by all members.....	14	25
<i>Location of central quarters:</i>		
Private home.....	40	37
Shared office space.....	27	30
Private office space.....	31	28
<i>Total annual budget:</i>		
Under \$500.....	33	30
\$500 - \$1,000.....	15	12
\$1,001 - \$2,000.....	4	12
\$2,001 - \$6,000.....	17	13
\$6,001 - \$15,000.....	4	7
\$15,001 - \$25,000.....	4	4
\$25,001 - \$50,000.....	10	8
\$50,001 - \$500,000.....	10	10
Over \$500,000.....	2	1
<i>Source of Revenue:^a</i>		
Memberships.....	61	
Foundations/private grants.....	8	8
Individual donations.....	16	
Corporate contributions.....	8	5
Government.....	6	7
Other ^b	30	30
^a Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE 14

Continued

	% of Organizations in Colorado (N= 49)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	40	33
Nonprofit, tax-exempt.....	35	38
Other.....	25	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	25	34
Municipality.....	40	35
County.....	29	34
Several counties or towns.....	17	17
Metropolitan area.....	32	21
Watershed.....	11	20
State.....	35	35
Regional (two or more states).....	4	9
National.....	10	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	17	14
55 - 100%.....	6	8
25 - 54%.....	8	11
1 - 25%.....	28	29
Membership steady.....	21	24
Some decline (under 10%).....	11	8
Significant decline (10-30%).....	6	3
Substantial decline (over 30%).....	2	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	17	11
55 - 100% increase.....	11	9
25 - 54% increase.....	9	13
1 - 25% increase.....	22	26
Participation steady.....	28	36
Some decline (under 10%).....	6	3
Significant decline (10-30%).....	2	2
Substantial decline (over 30%).....	4	1

TABLE

14

Continued

	% of Organizations in Colorado (N= 49)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	30	17
Informal pressure on leaders.....	43	35
Litigation.....	8	7
Information dissemination.....	60	65
Public education.....	64	67
Research.....	23	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	47	56
Publicity.....	40	51
Urging alternative life styles.....	4	7
Participating in hearings.....	45	46
Helping research/write legislation.....	21	19
Public meetings/discussion.....	49	51
<i>Community service methods:^a</i>		
Public education.....	54	61
School programs	37	32
Recycling/demonstration projects.....	20	23
Beautification.....	26	23
Studies/surveys.....	30	26
Monitoring.....	15	15
Public meetings/discussions.....	41	49
<i>Issues: ^a</i>		
Air quality.....	20	27
Beautification.....	29	20
Economic growth and development.....	10	10
Economic priorities.....	2	7
Energy.....	18	13
Facility siting.....	16	13
Fisheries.....	8	17

(213)

TABLE 14 Continued

	% of Organizations in Colorado (N=49)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	16	22
Governmental organization.....	16	11
Health and safety.....	14	16
Highways.....	12	14
Landuse control.....	45	34
Landuse planning.....	45	37
Mining.....	14	12
Natural or wild area preservation.....	43	45
Noise.....	4	7
Outdoor recreation.....	37	34
Parks.....	35	29
Pesticides.....	14	19
Petroleum development.....	12	7
Population.....	22	16
Rat/pest control.....	2	3
Sanitation.....	6	13
Soil conservation.....	14	26
Solid waste/recycling.....	31	30
Public transportation.....	22	10
Water management.....	33	30
Water quality.....	29	38
Wetlands.....	10	23
Wildlife.....	29	34
<i>Problems:^a</i>		
Lack of intergroup coordination of environmental activity.....	23	19
Better evaluation of group's effectiveness and impact.....	14	15
Lack of contact with other environmentally interested groups.....	12	14
IRS tax laws.....	12	10
Funding.....	49	44

TABLE 14 Continued.

	% of Organizations in Colorado (N=49)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	26	24
Inadequate information service on environmental issues.....	5	12
Inadequate information on organizing environmental activity.....	7	12
Unresponsiveness of government.....	28	29
Unresponsiveness of business.....	28	28
Lack of legal assistance.....	2	11
Lack of technical advice.....	9	9
Lack of staff/membership expertise.....	26	20
Need to broaden the membership base.....	28	41
Training volunteers.....	30	18
Utilizing volunteers.....	33	20
Recruiting volunteers.....	39	35
Leadership development.....	35	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	4	3
Rarely.....	8	9
Occasionally.....	35	47
Often.....	49	41

Utah:

The environmental movement in Utah is fairly small and somewhat scattered. The key issues here are air pollution, wilderness preservation, and predator control. Some groups have also become involved in land use planning. Most of the people interviewed were members of the Sierra Club in addition to being leaders of smaller environmental groups. As a result, the Sierra Club has quite a bit of influence among environmental groups in Utah.

Questionnaire results for Utah must be treated as very tentative due to the small number of respondents.

The issues that our data shows receiving priority attention from the largest number of groups are forestry, highways, land use control and planning, and outdoor recreation and parks.

There are not as many environmental groups in Utah as one would expect for a state of its size. According to those interviewed, it is hard to find enough interested people to do the work. A very small proportion of the membership carries the bulk of the responsibility. These leaders usually work steadily and hard for two or three years, and then drastically reduce their level of activity before burning out.

Half of the volunteers surveyed contributed less than 8 hours per week to environmental activities.

Three-quarters of the volunteers in our survey sample say that they work on a regular basis during most of the year. Another fifth say that they only work on problems that interest them while they are current.

Nearly everyone we talked with agreed that there is a strong need for a full-time person to administer volunteers. One leader summed it up: "Coordination of volunteer activities requires an almost professional involvement."

Utah leaders reported that it is very difficult to get people to work on issues that have not yet become crises.

The major problem areas listed by environmental groups in Utah are: funding, office needs, the unresponsiveness of government and industry, lack of legal assistance and staff/membership expertise, and the utilization and recruitment of volunteers.

Environmental leaders in Utah do not appear to make a concerted effort to use the media to get their message across. They feel that they are being stuck with a radical liberal image in a conservative state. While agreeing that "we're allowing the opportunity to project this image on us," those interviewed did not seem to know how to deal with the problem.

A majority of the groups surveyed in Utah said that they only occasionally or rarely tried to involve persons in the community who are not members of their organization in an environmental activity.

The environmental movement in Utah is said to be so fragmented and low-profile that a newspaper man we interviewed said he didn't know who to call to get a reaction to a problem.

Individual questionnaire data shows that the volunteers we surveyed in Utah are fairly well acquainted. Most of them have one or more close friends who are also involved in the

environmental movement. Eighty-seven percent of our survey respondents speak to others in the environmental movement twice a week or more.

Several activists hypothesized that one reason for the lack of interest in the voluntary environmental movement is the power of the Church of Jesus Christ of Latter-Day Saints (Mormon):

-- Many citizens in the state give a lot of their free time to voluntary church work. Church activity thus competes for citizens' time with other kinds of voluntary activities.

-- Some of the goals of the environmental movement seem antithetical to some of the philosophies of the Mormon church--philosophies which closely resemble the frontier ethic. (This proposition provoked a strong negative response from one person, but was generally agreed with by others.)

There was a consensus that more of an effort must be made to broaden the base of the environmental movement. This means reaching the Utah ranchers and farmers--the natural allies of environmentalists on many issues.

State-wide coordination of environmental groups appears to have been largely ad hoc and informal. Large distances between groups is one major problem. Recently several groups have tried to pool their resources and pull together a staffed environmental center. The Utah Environmental Center

is meant to be a central meeting place, clearinghouse and resource center for all the groups in Utah. The board of the center is representative of many of the larger groups in the state. Many of those participating in the center hope to help it develop into a truly statewide coordinating council.

The center is tremendously underfunded, however, and as a result its effectiveness has been inhibited. Its staff consists of volunteers and one underpaid part-time secretary.

About two-thirds of the Utah groups say that they only occasionally cooperate with other non-governmental organizations on environmental issues. When one examines the frequency of cooperation at formal and informal levels the data is a bit more revealing. Only 12 percent of the groups say that they are a member of a coordinating council (compared to 32 percent nationally. None of the groups say that they have formal written agreements regarding policy and programs or formal joint budgetary arrangements. Most of the groups, however, often communicate and work together informally with other non-governmental organizations on environmental issues.

The largest conservation organization in Utah, the Utah Wildlife Federation, evidently has the least amount of ongoing activity. Only two or three clubs out of fifty are said to be participating in programs to protect the environment. There appears to be very little contact between this large organization and other environmental groups. Several environmental leaders interviewed, did not even know the Utah Wildlife Federation existed. We could detect no attempt by environmental leaders to more actively involve the federation in environmental issues.

TABLE 15

Profile of Environmental Volunteers in Utah
(N = Number of Respondents)

	% of Respondents in Utah (N= 25)	% of Respondents Nationwide	% of Utah Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	44	55	49
Female.....	56	45	51
<i>Age:</i>			
0-17.....	0	4	32 (10-24) ^a
18-24.....	4	9	....
25-29.....	8	9	7
30-39.....	17	24	11
40-49.....	29	21	10
50+.....	42	33	20
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	100	98	97
Latin American...	0	0	....
Negro/black African.....	0	1	0.6
American Indian..	0	0	1.1
Oriental Asian	0	0	0.3
<i>Marital status:</i>			
Married.....	88	77	63
Single.....	0	18	27
Widowed.....	8	3	5
Separated.....	0	1	1
Divorced.....	4	2	3
<i>Education:</i>			
Some high school	0	7	19
High school degree	8	11	36
Some college	16	22	17
College degree	24	21	8
Some graduate work	16	15	6 (4 yrs. college or more)
Graduate degree	36	23	....

TABLE 15 Continued

	% of Respondents in Utah (N= 25)	% of Respondents Nationwide	% of Utah Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical	36	35	18
Academic.....	0	8	9
Manager/ administrator	0	2	7
Sales.....	0	3	18
Clerical office worker.....	4	1	13
Service.....	0	3	4
Agriculture...	4	4	15
Skilled labor/ craftsmen....	0	2	18
Labor/factory worker/ transportation	0	0	5
On welfare....			
<i>Total family income:</i>			
Under \$4,999..	8	5	34
\$5,000 - \$9,999	17	17	31
\$10,000 - \$14,999	25	26	21
\$15,000 - \$19,999	37	23	11 (\$15,000-\$24,999)
\$20,000 - \$24,999	4	12	....
\$25,000 or over	8	16	3
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	23	57	....
5-8 (full day)	32	20	....
9-12			
(1 1/2 day)..	18	6	....
13-16			
(2 days).....	9	5	....
17-24			
(3 days).....	9	5	....
25-32			
(4 days).....	4	2	....
33+			
(over 4 days)	4	5	....

TABLE 15 Continued

	% of Respondents in Utah (N= 25)	% of Respondents Nationwide	% of Utah Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	0	8	....
Scientific/technical assistance.....	35	27	....
Accounting/fiscal..	0	5	....
Administration.....	50	30	....
Clerical/filing/ typing.....	21	18	....
Committee work.....	85	66	....
Documentation/ library.....	39	15	....
Organization policy development.....	69	48	....
Publicity.....	65	50	....
Education.....	79	63	....
Information dissemination....	83	64	....
Helping prepare/ write legislation	23	15	....
Research.....	39	25	....
Fund raising.....	33	28	....
Lobbying	41	18	....
Informal pressure on officials	72	50	....
Boycotting/economic pressure.....	7	16	....
Letter writing.....	76	61	....
Participation in hearings.....	71	41	....
Public meetings, discussion, etc....	76	70	....
Field trips	61	50	....
Demonstration projects (recycling, etc.)	43	42	....
Evaluation	40	24	....
Physical improvement projects (clean up, planting, etc.)	41	53	....
Monitoring	12	12	....
Training/ orientation.....	29	22	....

TABLE 15 Continued

	% of Respondents in Utah (N= 25)	% of Respondents Nationwide	% of Utah Population (Census Bureau Statistics)
Recruitment.....	40	27	....
Placement and referral.....	0	7	....
Protest (or advocacy) demonstrations...	0	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 16

Profile of Environmental Organizations
in Utah

(N = Number of Respondents)

	% of Organizations in Utah (N= 8)	% of Organizations Nationwide
Have official members.....	63	88
Have only a mailing list.....	38	12
<i>Membership (number of persons):</i>		
Under 100.....	38	45
100-499.....	12	27
500+.....	50	29
<i>Membership (number of groups):</i>		
0-4.....	100	94
5-19.....	0	4
20+.....	0	2
<i>Years environmentally active:</i>		
0-2.....	37	26
3-5.....	37	29
6-9.....	0	9
10+.....	25	36
<i>Staff:</i>		
None.....	25	36
All volunteer.....	37	30
Some paid.....	37	23
All paid.....	0	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	0	7
26-50%.....	0	6
51-75%.....	0	6
76+.....	100	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 16

Continued

	% of Organizations in Utah (N=8)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	0	3
Executive board.....	37	47
Active members only.....	37	21
Vote by all members.....	25	25
<i>Location of central quarters:</i>		
Private home.....	25	37
Shared office space.....	12	30
Private office space.....	50	28
<i>Total annual budget:</i>		
Under \$500.....	25	30
\$500 - \$1,000.....	12	12
\$1,001 - \$2,000.....	0	12
\$2,001 - \$6,000.....	50	13
\$6,001 - \$15,000.....	0	7
\$15,001 - \$25,000.....	0	4
\$25,001 - \$50,000.....	0	8
\$50,001 - \$500,000.....	12	10
Over \$500,000.....	0	1
<i>Source of Revenue:^a</i>		
Memberships.....	25	57
Foundations/private grants.....	37	8
Individual donations.....	37	24
Corporate contributions.....	25	5
Government.....		7
Other ^b	52	30
^a Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE 16

Continued

	% of Organizations in Utah (N=8)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	29	33
Nonprofit, tax-exempt.....	29	38
Other.....	43	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	12	34
Municipality.....	37	35
County.....	37	34
Several counties or towns.....	14	17
Metropolitan area.....	25	21
Watershed.....	37	20
State.....	50	35
Regional (two or more states).....	12	9
National.....	14	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	29	14
55 - 100%.....	29	8
25 - 54%.....	14	11
1 - 25%.....	14	29
Membership steady.....	0	24
Some decline (under 10%).....	14	8
Significant decline (10-30%).....	0	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	29	11
55 - 100% increase.....	0	9
25 - 54% increase.....	43	13
1 - 25% increase.....	14	26
Participation steady.....	14	36
Some decline (under 10%).....	0	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

TABLE 16

Continued

	% of Organizations in Utah (N= 8)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	37	17
Informal pressure on leaders.....	37	35
Litigation.....	0	7
Information dissemination.....	50	65
Public education.....	62	67
Research.....	25	22
Protests and demonstrations.....	12	2
Economic pressure/boycotts.....	12	1
Letter writing.....	62	56
Publicity.....	50	51
Urging alternative life styles.....	0	7
Participating in hearings.....	62	46
Helping research/write legislation.....	12	19
Public meetings/discussion.....	50	51
<i>Community service methods:^a</i>		
Public education.....	62	61
School programs	37	32
Recycling/demonstration projects.....	12	23
Beautification.....	12	23
Studies/surveys.....	37	26
Monitoring.....	12	15
Public meetings/discussions.....	75	49
<i>Issues: ^a</i>		
Air quality.....	37	27
Beautification.....	12	20
Economic growth and development.....	0	10
Economic priorities.....	25	7
Energy.....	12	13
Facility siting.....	12	13
Fisheries.....	0	17

TABLE 16 Continued

	% of Organizations in Utah (N= 8)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	50	22
Governmental organization.....	12	11
Health and safety.....	12	16
Highways.....	62	14
Landuse control.....	50	34
Landuse planning.....	50	37
Mining.....	12	12
Natural or wild area preservation.....	62	45
Noise.....	0	7
Outdoor recreation.....	50	34
Parks.....	50	29
Pesticides.....	0	19
Petroleum development.....	0	7
Population.....	12	16
Rat/pest control.....	0	3
Sanitation.....	25	13
Soil conservation.....	12	26
Solid waste/recycling.....	12	30
Public transportation.....	12	10
Water management.....	37	30
Water quality.....	37	38
Wetlands.....	25	23
Wildlife.....	37	34
<i>Problems:a</i>		
Lack of intergroup coordination of environmental activity.....	0	19
Better evaluation of group's effectiveness and impact.....	0	15
Lack of contact with other environmentally interested groups.....	0	14
IRS tax laws.....	0	10
Funding.....	50	44

TABLE 16

Continued

	% of Organizations in Utah (N= 8)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	37	24
Inadequate information service on environmental issues.....	12	12
Inadequate information on organizing environmental activity.....	12	12
Unresponsiveness of government.....	37	29
Unresponsiveness of business.....	37	28
Lack of legal assistance.....	62	11
Lack of technical advice.....	25	9
Lack of staff/membership expertise.....	37	20
Need to broaden the membership base.....	25	41
Training volunteers.....	12	18
Utilizing volunteers.....	37	20
Recruiting volunteers.....	37	35
Leadership development.....	25	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	0	9
Occasionally.....	62	47
Often.....	37	41

North Dakota:

With few exceptions, citizen environmental organizations in North Dakota are non-political and non-activist. There are several reasons for this:

- The largest environmental organization in the state, the North Dakota Wildlife Federation, is apparently not action oriented. According to those interviewed, it passes good resolutions at its annual meetings, but does not follow through on them. Because of its size and age, and its failure to encourage activism by example, this organization exerts a conservative influence on other organizations in the state that might otherwise be more politically active.
- North Dakotans are generally skeptical of anything smacking of politics. Most people seem to believe that there is something inherently dirty about politics, and that decent people don't get mixed up in it. "Folks don't get too excited about 'dirty' political dealings because that's the way things are done." Many environmentalists in North Dakota do not feel it is ethical to try to impose their views on others. They agree, however, that their opponents (anti-environment forces) have no such qualms.

-- Job pressure is another cause of the lack of political activism. Many environmentalists or their wives are employees of the federal government or academic institutions. The federal government is viewed as the strongest anti-environment force in the state. Colleges and universities receive a great deal of support from the business community, which is considered anti-environment almost to a man.

Environmental leaders stated that there are numerous, documented cases of environmentally-concerned federal employees who have had their jobs abolished or have been transferred out of state. They say that there are an equal number of teachers who have been fired, refused tenure, or denied expected raises and grants because of pressure from the business community.

Most people who have suffered from becoming too visible in the environmental struggle have found the job pressures impossible to fight. Lawyers fees are too high, and "pro bono" work is apparently nonexistent in North Dakota. We were told that American Civil Liberties Union (ACLU) lawyers are law professors and themselves under too much pressure to be able to accept the case of an environmental volunteer. Volunteers seeking ACLU help are usually referred to the national office.

The small number of respondents (eleven) to our organization questionnaire again makes it necessary to treat results from North Dakota as indicative, not definitive.

Our data shows that none of the groups in North Dakota engage in lobbying as a primary method of meeting the organization's goals. This compares to 17 percent nationally who use lobbying as a primary method. Only a few groups use informal pressure on leaders as a primary method, compared to 35 percent nationally. The methods relied on by most groups are information dissemination, public education, and publicity. The only two "activist" methods used by several of the groups are letter writing, and participation in hearings.

Ten percent of the individual respondents from North Dakota listed pressure from employer as a primary risk of participation in the environmental movement. As elsewhere, the people we interviewed are probably the most active and visible in the environmental movement in North Dakota and it is likely that they would be the most conscious of job pressures.

One of the biggest non-governmental problems environmentalists here must face is vehemently anti-environmental media.

Obtaining funds for operational expenses is another major problem. The income of the state is low (75 percent of the families have income of under \$10,000) and the population dwindling, because of emigration. As a result, even the largest environmental organization in the state with over 8,000 members is in severe financial straits.

Half of the organizations in North Dakota listed funding as a major problem. Over half said that they have an annual budget of \$10,000 or less. However, two organizations reported budgets of between \$25,000 and \$50,000, and two others

reported budgets of between \$50,000 and \$500,000.

There are no effective student environmental groups, although there are students who are very active in other citizen environmental groups. Most of the old-line conservation groups seem mainly to be interested in game preservation for sporting purposes. We were told that it is not uncommon for some "conservationist" members of groups to go home after spending the day working on a wildlife project, get out the snowmobile, and deliberately run down wildlife. The largest group in the state fought a bill which would have outlawed hunting from aircraft and all-terrain vehicles.

The issues that receive priority attention by the largest number of our organizational respondents in North Dakota are: air quality, health and safety, natural or wild area preservation, outdoor recreation, solid waste/recycling and water management.

There appears to be very little cooperation and coordination among environmental groups in the state. And it is said that there is an almost total lack even of communication.

About four-fifths of the organizations responding in North Dakota said that they only rarely or occasionally cooperate with other non-governmental groups on environmental issues. About one-fifth said that they often cooperate with other groups.

TABLE 17

Profile of Environmental Volunteers in North Dakota

(N = Number of Respondents)

	% of Respondents in No. Dakota (N= 40)	% of Respondents Nationwide	% of No. Dakota Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	40	55	50
Female.....	60	45	50
<i>Age:</i>			
0-17.....	0	4	30 (10-24) ^a
18-24.....	10	9	....
25-29.....	15	9	6
30-39.....	30	24	10
40-49.....	17	21	10
50+.....	27	33	25
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	100	97	97
Latin American...	0	0	....
Negro/black			
African.....	0	1	0.4
American Indian..	0	0	2.3
Oriental Asian	0	0	0.2
<i>Marital status:</i>			
Married.....	80	77	61
Single.....	17	18	29
Widowed.....	0	3	7
Separated.....	0	1	0.5
Divorced.....	2	2	2
<i>Education:</i>			
Some high school	8	7	11
High school degree	5	11	27
Some college	32	22	14
College degree	26	21	5
Some graduate work	8	15	3 (4 yrs college or more)
Graduate degree	21	23	....

TABLE 17 Continued

	% of Respondents in No. Dakota (N= 40)	% of Respondents Nationwide	% of No. Dakota Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	30	35	13
Manager/ administrator	10	8	10
Sales.....	2	2	6
Clerical office worker.....	0	3	13
Service.....	0	1	16
Agriculture...	15	3	21
Skilled labor/ craftsmen....	0	4	10
Labor/factory worker/ transportation	0	2	11
On welfare....	0	0	4
<i>Total family income:</i>			
Under \$4,999..	3	5	43
\$5,000 - \$9,999	23	17	32
\$10,000 - \$14,999	54	26	16
\$15,000 - \$19,999	15	23	7 (\$15,000-\$24,999)
\$20,000 - \$24,999	3	12	....
\$25,000 or over	3	16	2
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	74	57	....
5-8 (full day)	13	20	....
9-12			
(1 1/2 day)..	3	6	....
13-16			
(2 days).....	5	5	....
17-24			
(3 days).....	0	5	....
25-32			
(4 days).....	5	2	....
33+			
(over 4 days)	0	5	....

TABLE 17 *Continued*

	% of Respondents in No. Dakota (N= 40)	% of Respondents Nationwide	% of No. Dakota Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	3	8	....
Scientific/technical assistance.....	9	27	....
Accounting/fiscal..	3	5	....
Administration.....	22	30	....
Clerical/filing/ typing.....	26	18	....
Committee work.....	76	66	....
Documentation/ library.....	14	15	....
Organization policy development.....	34	48	....
Publicity.....	53	50	....
Education.....	66	63	....
Information dissemination....	66	64	....
Helping prepare/ write legislation	9	15	....
Research.....	17	25	....
Fund raising.....	23	28	....
Lobbying	6	18	....
Informal pressure on officials	35	50	....
Boycotting/economic pressure.....	17	16	....
Letter writing.....	59	61	....
Participation in hearings.....	31	41	....
Public meetings, discussion, etc....	82	70	....
Field trips	48	50	....
Demonstration projects	45	42	....
(recycling, etc.)	25	24	....
Evaluation			....
Physical improvement projects (clean up, planting, etc.)	63	53	....
Monitoring	3	12	....
Training/ orientation.....	21	22	....

TABLE 17 *Continued*

	% of Respondents in No. Dakota (N=40)	% of Respondents Nationwide	% of No. Dakota Population (Census Bureau Statistics)
Recruitment.....	31	27	....
Placement and referral.....	0	7	....
Protest (or advocacy) demonstrations...	6	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 18

Profile of Environmental Organizations
in North Dakota
(N - Number of Respondents)

	% of Organizations in North Dakota (N=11)	% of Organizations Nationwide
Have official members.....	100	
Have only a mailing list.....	0	12
<i>Membership (number of persons):</i>		
Under 100.....	54	45
100-499.....	18	27
500+.....	27	29
<i>Membership (number of groups):</i>		
0-4.....	100	94
5-19.....	0	4
20+.....	0	2
<i>Years environmentally active:</i>		
0-2.....	18	26
3-5.....	36	29
6-9.....	9	9
10+.....	36	36
<i>Staff:</i>		
None.....	36	36
All volunteer.....	27	30
Some paid.....	18	23
All paid.....	18	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	0	7
26-50%.....	18	6
51-75%.....	0	6
76+.....	82	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 18

Continued

	% of Organizations in North Dakota (N= 11)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	0	3
Executive board.....	64	47
Active members only.....	9	21
Vote by all members.....	27	25
<i>Location of central quarters:</i>		
Private home.....	45	37
Shared office space.....	27	30
Private office space.....	27	28
<i>Total annual budget:</i>		
Under \$500.....	36	30
\$500 - \$1,000.....	18	12
\$1,001 - \$2,000.....	9	12
\$2,001 - \$6,000.....	0	13
\$6,001 - \$15,000.....	0	7
\$15,001 - \$25,000.....	0	4
\$25,001 - \$50,000.....	18	8
\$50,001 - \$500,000.....	18	10
Over \$500,000.....	0	1
<i>Source of Revenue:^a</i>		
Memberships.....	55	57
Foundations/private grants.....	18	8
Individual donations.....	36	24
Corporate contributions.....	18	5
Government.....	0	7
Other ^b	9	30
^a Percentages listed represent <u>primary</u> or <u>major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE 18

Continued

	% of Organizations in North Dakota (N= 11)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	36	33
Nonprofit, tax-exempt.....	63	38
Other.....	0	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	36	34
Municipality.....	27	35
County.....	9	34
Several counties or towns.....	18	17
Metropolitan area.....	0	21
Watershed.....	9	20
State.....	55	35
Regional (two or more states).....	0	9
National.....	27	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	0	14
55 - 100%.....	0	8
25 - 54%.....	9	11
1 - 25%.....		29
Membership steady.....	18	24
Some decline (under 10%).....	18	8
Significant decline (10-30%).....	0	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	0	11
55 - 100% increase.....	9	9
25 - 54% increase.....	9	13
1 - 25% increase.....	45	26
Participation steady.....	36	36
Some decline (under 10%).....	0	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

	% of Organizations in North Dakota (N= 11)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	0	17
Informal pressure on leaders.....	11	35
Litigation.....	11	7
Information dissemination.....	89	65
Public education.....	78	67
Research.....	22	22
Protests and demonstrations.....	11	2
Economic pressure/boycotts.....	0	1
Letter writing.....	56	56
Publicity.....	78	51
Urging alternative life styles.....	11	7
Participating in hearings.....	56	46
Helping research/write legislation.....	11	19
Public meetings/discussion.....	44	51
<i>Community service methods:^a</i>		
Public education.....	87	61
School programs	50	32
Recycling/demonstration projects.....	12	23
Beautification.....	25	23
Studies/surveys.....	25	26
Monitoring.....	0	15
Public meetings/discussions.....	37	49
<i>Issues: ^a</i>		
Air quality.....	36	27
Beautification.....	18	20
Economic growth and development.....	9	10
Economic priorities.....	9	7
Energy.....	27	13
Facility siting.....	18	13
Fisheries.....	9	17

TABLE 18

Continued

	% of Organizations in North Dakota (N= 11)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	9	22
Governmental organization.....	9	11
Health and safety.....	36	16
Highways.....	9	14
Landuse control.....	27	34
Landuse planning.....	27	37
Mining.....	9	12
Natural or wild area preservation.....	45	45
Noise.....	9	7
Outdoor recreation.....	36	34
Parks.....	9	29
Pesticides.....	27	19
Petroleum development.....	0	7
Population.....	18	16
Rat/pest control.....	0	3
Sanitation.....	27	13
Soil conservation.....	27	26
Solid waste/recycling.....	36	30
Public transportation.....	0	11
Water management.....	36	30
Water quality.....	27	38
Wetlands.....	27	23
Wildlife.....	27	34
<i>Problems:a</i>		
Lack of intergroup coordination of environmental activity.....	20	19
Better evaluation of group's effectiveness and impact.....	33	15
Lack of contact with other environmentally interested groups.....	20	14
IRS tax laws.....	0	10
Funding.....	50	44

TABLE 18

Continued

	% of Organizations in North Dakota (N=11)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	10	24
Inadequate information service on environmental issues.....	0	12
Inadequate information on organizing environmental activity.....	0	12
Unresponsiveness of government.....	30	29
Unresponsiveness of business.....	40	28
Lack of legal assistance.....	30	11
Lack of technical advice.....	0	9
Lack of staff/membership expertise.....	20	20
Need to broaden the membership base.....	50	41
Training volunteers.....	10	18
Utilizing volunteers.....	10	20
Recruiting volunteers.....	50	35
Leadership development.....	20	30
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	18	9
Occasionally.....	64	47
Often.....	18	41

South Dakota:

Volunteers in South Dakota list distance as a major problem. The state is so large, and the people so widely scattered, that it is difficult for most to attend meetings and often impossible to get to important public hearings.

In spite of this, environmental volunteers have been active on a tremendous number and variety of issues. There is also growing interest in the formation of a centrally located state coordinating council.

Twenty-four percent of the groups surveyed in South Dakota consider lack of contact with other environmentally interested groups to be a major problem, compared to 12 percent nationally. Sixty percent of the groups say that they occasionally cooperate with other non-governmental organizations on environmental issues and 35 percent say that they often engage in such cooperation. The most frequent mode of cooperation is informal communication with other organizations. The least frequent modes of cooperation are also the most formal. For example, 20 percent of the groups are members of coordinating councils and have formal written agreements regarding policies and programs. None of the groups have frequent formal joint budgetary arrangements.

The proposal to dredge a navigational channel in the Missouri River between Sioux City, Iowa and Yankton, South Dakota, was the issue which united environmentalists in the eastern part of the state. For many, it was their introduction

voluntary environmental action. Further west in the state, a lot of activity centers around Forest Service projects. A proposal to build a tramway to Harney Peak on national forest land prompted the formation of at least one group. The proposed development of a "mine mouth" power plant -- these already exist in Wyoming and North Dakota -- is a potential issue that groups are watching closely.

South Dakotans have also been active on the following issues: industry-related air pollution; water pollution caused by erosion and cattle feed-lot run-off, as well as by municipal sewage and industrial discharge; solid waste disposal; toxic materials discharge (mercury and pesticides); preservation of open space, and public access to public lands; the uses to which public lands will be put (exploitation of minerals, wilderness status); noise pollution (particularly from snowmobiles); predator control (it was noted that South Dakota is the only state in the union to have a bounty on its state animal, the coyote); and visual pollution from billboards.

The issues that have received priority attention from the largest number of groups (50 percent or more) in our survey are natural or wild area preservation, soil conservation, water management and water quality, and wildlife. Other issues receiving priority attention from one-third of the groups or more are land use control and planning, forestry, outdoor recreation, and parks.

Environmental leaders in South Dakota find the lack of sustained commitment by volunteers a problem. They think that most people will become involved only in a crisis situation. The commitment of youthful volunteers is particularly difficult to maintain. South Dakota environmentalists feel that young people wax hot and cold on environmental issues.

Most of those interviewed felt that funds to hire full-time staff support would be useful, if not essential, in maintaining the viability of the movement. Paid staff could train and place volunteers, maintain organizational communications, and lobby. Most volunteers mentioned the restrictions of federal tax laws as a stumbling block.

South Dakota leaders mentioned the scarcity of technical expertise as another major operational problem. Scientific and legal assistance are both needed. According to those interviewed, there is no public interest law firm in the state.

Those problem areas called primary by the largest number of respondents are lack of contact with other environmentally interested groups, funding, the unresponsiveness of business, the need to broaden the membership base, and recruiting of volunteers. Other problem areas identified by at least half of the groups are lack of intergroup coordination of environmental activity, office needs, inadequate information services, the unresponsiveness of government and the training and utilization of volunteers.

Environmentalists in South Dakota feel strongly that they need to reach the public with their message, but that they have

not yet been able to do so despite concerned efforts. They suggested that environmental problems will not be solved until an environmental conscience is developed. Until then, they believe, the public will continue to emphasize the costs of pollution control rather than the benefits. The media was described as more apathetic than hostile.

Forty-six percent of the volunteers surveyed in South Dakota said that they have tried to interest anywhere from a few to several hundred people in environmental issues by means such as personal conversations, speeches and articles.

TABLE 19

Profile of Environmental Volunteers in South Dakota

(N = Number of Respondents)

	% of Respondents in So. Dakota (N = 39)	% of Respondents Nationwide	% of So. Dakota Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	56	55	49.5
Female.....	44	45	50.5
<i>Age:</i>			
0-17.....	0	4	29 (10-24) ^a
18-24.....	5	9	....
25-29.....	3	9	5
30-39.....	31	24	10
40-49.....	8	21	11
50+.....	54	33	27
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	100	98	95
Latin American...	0	0	....
Negro/black			
African.....	0	1	0.2
American Indian..	0	0	4.9
Oriental Asian	0	0	0.1
<i>Marital status:</i>			
Married.....	85	77	61
Single.....	10	18	28
Widowed.....	3	3	8
Separated.....	0	1	1
Divorced.....	3	2	2
<i>Education:</i>			
Some high school	5	7	13
High school degree	23	11	31
Some college	28	22	14
College degree	18	21	5
Some graduate work	15	15	3 (4 yrs.college or more)
Graduate degree	10	23	....

TABLE 19 Continued

	% of Respondents in So. Dakota (N= 39)	% of Respondents Nationwide	% of So. Dakota Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	29	35	13
Manager/ administrator	10	8	12
Sales.....	5	2	6
Clerical office worker.....	0	3	12
Service.....	0	1	19
Agriculture...	13	3	9
Skilled labor/ craftsmen....	5	4	13
Labor/factory worker/ transportation	0	2	16
On welfare....	0	0	4
<i>Total family income:</i>			
Under \$4,999..	10	5	44
\$5,000 - \$9,999	36	17	31
\$10,000 - \$14,999	28	26	15
\$15,000 - \$19,999	10	23	7 (\$15,000-\$24,999)
\$20,000 - \$24,999	8	12	....
\$25,000 or over	8	15	2
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	61	57	....
5-8 (full day)	20	20	....
9-12			....
(1 1/2 day)..	0	6	....
13-16			....
(2 days).....	8	5	....
17-24			....
(3 days).....	5	5	....
25-32			....
(4 days).....	0	2	....
33+			....
(over 4 days)	5	5	....

TABLE 19 *Continued*

	% of Respondents in So. Dakota (N= 39)	% of Respondents Nationwide	% of So. Dakota Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	7	8	....
Scientific/technical assistance.....	30	27	....
Accounting/fiscal..	7	5	....
Administration.....	35	30	....
Clerical/filing/ typing.....	21	18	....
Committee work.....	79	66	....
Documentation/ library.....	14	15	....
Organization policy development.....	59	48	....
Publicity.....	58	50	....
Education.....	69	63	....
Information dissemination....	71	64	....
Helping prepare/ write legislation	29	15	....
Research.....	23	25	....
Fund raising.....	36	28	....
Lobbying	21	18	....
Informal pressure on officials	52	50	....
Boycotting/economic pressure.....	14	16	....
Letter writing.....	73	61	....
Participation in hearings.....	56	41	....
Public meetings, discussion, etc....	84	70	....
Field trips	50	50	....
Demonstration projects (recycling, etc.)	32	42	....
Evaluation	35	24	....
Physical improvement projects (clean up, planting, etc.)	72	53	....
Monitoring	11	12	....
Training/ orientation.....	29	22	....

TABLE 19 Continued

	% of Respondents in So. Dakota (N= 39)	% of Respondents Nationwide	% of So. Dakota Population (Census Bureau Statistics)
Recruitment.....	36	27	....
Placement and referral.....	14	7	....
Protest (or advocacy) demonstrations...	0	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 20

Profile of Environmental Organizations
in South Dakota
(N = Number of Respondents)

	% of Organizations in South Dakota (N= 21)	% of Organizations Nationwide
Have official members.....	95	88
Have only a mailing list.....	5	12
<i>Membership (number of persons):</i>		
Under 100.....	57	45
100-499.....	19	27
500+.....	24	29
<i>Membership (number of groups):</i>		
0-4.....	100	94
5-19.....	0	4
20+.....	0	2
<i>Years environmentally active:</i>		
0-2.....	14	26
3-5.....	29	29
6-9.....	5	9
10+.....	52	36
<i>Staff:</i>		
None.....	24	36
All volunteer.....	33	30
Some paid.....	19	23
All paid.....	24	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	14	7
26-50%.....	5	6
51-75%.....	9	6
76+.....	71	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 20

Continued

	% of Organizations in South Dakota (N= 21)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	5	3
Executive board.....	43	47
Active members only.....	9	21
Vote by all members.....	38	25
<i>Location of central quarters:</i>		
Private home.....	43	37
Shared office space.....	19	30
Private office space.....	38	28
<i>Total annual budget:</i>		
Under \$500.....	20	30
\$500 - \$1,000.....	5	12
\$1,001 - \$2,000.....	10	12
\$2,001 - \$6,000.....	30	13
\$6,001 - \$15,000.....	0	7
\$15,001 - \$25,000.....	5	4
\$25,001 - \$50,000.....	15	8
\$50,001 - \$500,000.....	15	10
Over \$500,000.....	0	1
<i>Source of Revenue:^a</i>		
Memberships.....	57	57
Foundations/private grants.....	5	8
Individual donations.....	14	24
Corporate contributions.....	5	5
Government.....	0	7
Other ^b	24	30
^a Percentages listed represent <u>primary</u> or <u>major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE 20

Continued

	% of Organizations in South Dakota (N= 21)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	21	33
Nonprofit, tax-exempt.....	42	38
Other.....	37	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	35	34
Municipality.....	30	35
County.....	35	34
Several counties or towns.....	25	17
Metropolitan area.....	10	21
Watershed.....	10	20
State.....	70	35
Regional (two or more states).....	10	9
National.....	10	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	5	14
55 - 100%.....	0	8
25 - 54%.....	15	11
1 - 25%.....	25	29
Membership steady.....	35	24
Some decline (under 10%).....	15	8
Significant decline (10-30%).....	5	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	5	11
55 - 100% increase.....	20	9
25 - 54% increase.....	15	13
1 - 25% increase.....	25	26
Participation steady.....	35	36
Some decline (under 10%).....	0	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

	% of Organizations in South Dakota (N= 21)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	14	17
Informal pressure on leaders.....	24	35
Litigation.....	0	7
Information dissemination.....	67	65
Public education.....	80	67
Research.....	33	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	48	56
Publicity.....	62	51
Urging alternative life styles.....	15	7
Participating in hearings.....	43	46
Helping research/write legislation.....	15	19
Public meetings/discussion.....	67	51
<i>Community service methods:^a</i>		
Public education.....	71	61
School programs	29	32
Recycling/demonstration projects.....	10	23
Beautification.....	19	23
Studies/surveys.....	33	26
Monitoring.....	9	15
Public meetings/discussions.....	76	49
<i>Issues: ^a</i>		
Air quality.....	29	27
Beautification.....	24	20
Economic growth and development.....	14	10
Economic priorities.....	0	7
Energy.....	5	13
Facility siting.....	14	13
Fisheries.....	14	17

TABLE 20

Continued

	% of Organizations in South Dakota (N= 21)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	38	22
Governmental organization.....	19	11
Health and safety.....	19	16
Highways.....	9	14
Landuse control.....	48	34
Landuse planning.....	48	37
Mining.....	19	12
Natural or wild area preservation.....	57	45
Noise.....	5	7
Outdoor recreation.....	38	34
Parks.....	38	29
Pesticides.....	29	19
Petroleum development.....	0	7
Population.....	9	16
Rat/pest control.....	0	3
Sanitation.....	24	13
Soil conservation.....	57	26
Solid waste/recycling.....	29	30
Public transportation.....	9	10
Water management.....	62	30
Water quality.....	52	38
Wetlands.....	29	23
Wildlife.....	52	34
<i>Problems:^a</i>		
Lack of intergroup coordination of environmental activity.....	24	19
Better evaluation of group's effectiveness and impact.....	9	15
Lack of contact with other environmentally interested groups.....	43	14
IRS tax laws.....	5	10
Funding.....	57	44

TABLE 20 Continued

	% of Organizations in South Dakota (N= 21)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	19	24
Inadequate information service on environmental issues.....	24	12
Inadequate information on organizing environmental activity.....	19	12
Unresponsiveness of government.....	29	29
Unresponsiveness of business.....	43	28
Lack of legal assistance.....	5	11
Lack of technical advice.....	5	9
Lack of staff/membership expertise.....	14	20
Need to broaden the membership base.....	33	41
Training volunteers.....	19	18
Utilizing volunteers.....	14	20
Recruiting volunteers.....	33	35
Leadership development.....	14	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	5	9
Occasionally.....	60	47
Often.....	35	41

Wyoming:

Environmental volunteers in Wyoming have been involved with a wide range of issues. Many of their activities stem from the large amount of federally owned land. Since tourism is a major industry in Wyoming, and since most tourists come to hunt or fish, there is a great economic need for wise conservation.

Projects that environmentalists have undertaken include:

- roadless area studies to enable intelligent comment on the Forest Services' roadless area inventory;
- a study of clear-cutting in the Medicine Bow National Forest;
- predator control (particularly as related to the slaughter of golden and bald eagles in the spring of 1971);
- scenic river studies; and
- environmental litigation on such diverse subjects as sheep fences on public lands and industrial pollution.

Environmentalists in Wyoming have also worked on land use issues, recycling projects, development of a state environmental policy act, environmental education, air pollution, strip mining, water use planning, and a continuing study of the North Central Power Station proposal.

Because of the low number of organizational and individual questionnaire respondents, our questionnaire data must be

treated tentatively.

The issues receiving priority attention from half of the groups in our survey are natural or wild area preservation, parks, and water management. Other issues receiving priority attention from a substantial number of the groups are air quality, land use planning, outdoor recreation and water quality.

Most groups agreed that lack of operating funds is their major problem. Several said they needed more money to enable them to hire full or part-time staff. With such staff, they felt that intra and inter-organizational communications and utilization of volunteers would be greatly improved. Others needed funds to produce informational tapes and short movies. Most agreed that restrictions placed on non-profit groups by IRS tax laws should be removed. Because of tax laws and the general lack of funding, environmental leaders in Wyoming support the environmental movement at great personal expense.

Another big problem in Wyoming is the lack of volunteer manpower. This may be partially attributable to the paucity of media cooperation. It was noted that some towns have no members of any conservation groups. In addition, environmental leaders feel they do not effectively utilize the volunteers they have.

Half of the groups surveyed in Wyoming said that funding is a major problem. About three-fourths of the groups have a budget of \$6,000 or under. One-third of the individuals surveyed said that the expenditure of a great deal

of time and money is a serious risk of their involvement in the environmental movement.

Other organizational problems called primary by one-fourth or more of the groups in our survey are better evaluation of the group's effectiveness and impact, the unresponsiveness of business, the need to broaden the membership base, and volunteer training, utilization and recruitment.

Although a central coordinating council for environmental groups exists, there are problems in maintaining regular communication and coordination. These problems are magnified by the size of the state and the scattered population.

Twenty-five percent of the groups surveyed say that they never cooperate with other non-governmental organizations on environmental issues. (This compares to 3 percent nationally.) Somewhat over one-third of the groups cite occasional cooperation, and another one-third frequent cooperation, with other non-governmental organizations on environmental issues.

When examining the frequency of various levels of cooperation we find that while 33 percent of the groups say that they are members of a coordinating council, none of the organizations pursue on a frequent basis formal joint projects, exchanges of personnel and material, or joint budgetary arrangements. Only 33 percent frequently work even informally with other non-governmental organizations on environmental issues.

TABLE 21

Profile of Environmental Volunteers in Wyoming

(N = Number of Respondents)

	% of Respondents in Wyoming (N= 18)	% of Respondents Nationwide	% of Wyoming Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	39	55	50
Female.....	61	45	50
<i>Age:</i>			
0-17.....	6	4	27 (10-24) ^a
18-24.....	12	9	....
25-29.....	0	9	7
30-39.....	18	24	11
40-49.....	29	21	12
50+.....	35	33	24
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	100	98	97
Latin American...	0	0	....
Negro/black			
African.....	0	1	1.5
American Indian..	0	0	0.3
Oriental Asian	0	0	0.3
<i>Marital status:</i>			
Married.....	61	77	65
Single.....	22	18	24
Widowed.....	6	3	6
Separated.....	6	1	1
Divorced.....	6	2	4
<i>Education:</i>			
Some high school	0	7	17
High school degree	17	11	36
Some college	44	22	15
College degree	22	21	7
Some graduate work	6	15	5 (4 yrs. college or
Graduate degree	11	23	 more)

TABLE 21 Continued

	% of Respondents in Wyoming (N= 18)	% of Respondents Nationwide	% of Wyoming Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical	11	35	14
Academic.....			
Manager/ administrator	6	8	11
Sales.....	0	2	5
Clerical office worker.....	0	3	15
Service.....	6	1	14
Agriculture...	6	3	9
Skilled labor/ craftsmen....	0	4	14
Labor/factory worker/ transportation	6	2	17
On welfare....	0	0	3
<i>Total family income:</i>			
Under \$4,999..	17	5	34
\$5,000 - \$9,999	22	17	33
\$10,000 - \$14,999	17	26	21
\$15,000 - \$19,999	28	23	9 (\$15,000-
\$20,000 - \$24,999	11	12	 \$24,999)
\$25,000 or over	6	16	3
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	62	57	....
5-8 (full day)	19	20	....
9-12			
(1 1/2 day)..	0	6	....
13-16			
(2 days).....	6	5	....
17-24			
(3 days).....	6	5	....
25-32			
(4 days).....	0	2	....
33+			
(over 4 days)	6	5	....

TABLE 21 Continued

	% of Respondents in Wyoming (N= 18)	% of Respondents Nationwide	% of Wyoming Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	11	8	....
Scientific/technical assistance.....	27	27	....
Accounting/fiscal..	0	5	....
Administration.....	12	30	....
Clerical/filing/ typing.....	0	18	....
Committee work.....	44	66	
Documentation/ library.....	19	15	....
Organization policy development.....	44	48	....
Publicity.....	56	50	....
Education.....	62	63	....
Information dissemination....	62	64	....
Helping prepare/ write legislation	20	15	....
Research.....	23	25	....
Fund raising.....	6	28	....
Lobbying	12	18	....
Informal pressure on officials	43	50	....
Boycotting/economic pressure.....	12	16	....
Letter writing.....	27	61	....
Participation in hearings.....	27	41	....
Public meetings, discussion, etc....	33	70	....
Field trips	43	50	....
Demonstration projects (recycling, etc.)	44	42	....
Evaluation	7	24	....
Physical improvement projects (clean up, planting, etc.)	81	53	....
Monitoring	6	12	....
Training/ orientation.....	18	22	....

TABLE 21 *Continued*

	% of Respondents in Wyoming (N= 18)	% of Respondents Nationwide	% of Wyoming Population (Census Bureau Statistics)
Recruitment.....	12	27	....
Placement and referral.....	0	7	....
Protest (or advocacy) demonstrations...	6	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 22

Profile of Environmental Organizations
in Wyoming

(N = Number of Respondents)

	% of Organizations in Wyoming (N=8)	% of Organizations Nationwide
Have official members.....	100	88
Have only a mailing list.....	0	12
<i>Membership (number of persons):</i>		
Under 100.....	12	45
100-499.....	37	27
500+.....	50	29
<i>Membership (number of groups):</i>		
0-4.....	100	94
5-19.....	0	4
20+.....	0	2
<i>Years environmentally active:</i>		
0-2.....	25	26
3-5.....	12	29
6-9.....	0	9
10+.....	62	36
<i>Staff:</i>		
None.....	37	36
All volunteer.....	25	30
Some paid.....	25	23
All paid.....	12	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	0	7
26-50%.....	12	6
51-75%.....	0	6
76+.....	87	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 22

Continued

	% of Organizations in Wyoming (N=8)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	12	3
Full-time staff.....	0	3
Executive board.....	50	47
Active members only.....	0	21
Vote by all members.....	37	25
<i>Location of central quarters:</i>		
Private home.....	62	37
Shared office space.....	25	30
Private office space.....	12	28
<i>Total annual budget:</i>		
Under \$500.....	12	30
\$500 - \$1,000.....	12	12
\$1,001 - \$2,000.....	0	12
\$2,001 - \$6,000.....	50	13
\$6,001 - \$15,000.....	12	7
\$15,001 - \$25,000.....	0	4
\$25,001 - \$50,000.....	0	8
\$50,001 - \$500,000.....	12	10
Over \$500,000.....	0	1
<i>Source of Revenue:^a</i>		
Memberships.....	50	57
Foundations/private grants.....	0	8
Individual donations.....	50	24
Corporate contributions.....	0	5
Government.....	0	7
Other ^b	25	30
^a Percentages listed represent <u>primary or major</u> characteristics of organizations only. ^b Sales, fees, subscriptions, etc.		

TABLE 22

Continued

	% of Organizations in Wyoming (N=8)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	25	33
Nonprofit, tax-exempt.....	25	38
Other.....	50	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	37	34
Municipality.....	50	35
County.....	37	34
Several counties or towns.....	0	17
Metropolitan area.....	0	21
Watershed.....	0	20
State.....	62	35
Regional (two or more states).....	0	9
National.....	0	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	12	14
55 - 100%.....	0	8
25 - 54%.....	25	11
1 - 25%.....	37	29
Membership steady.....	12	24
Some decline (under 10%).....	0	8
Significant decline (10-30%).....	0	3
Substantial decline (over 30%).....	12	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	0	11
55 - 100% increase.....	14	49
25 - 54% increase.....	14	13
1 - 25% increase.....	43	26
Participation steady.....	29	36
Some decline (under 10%).....	0	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

TABLE

22

Continued

	% of Organizations in Wyoming (N= 8)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	25	17
Informal pressure on leaders.....	12	35
Litigation.....	0	7
Information dissemination.....	75	65
Public education.....	75	67
Research.....	12	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	62	56
Publicity.....	50	51
Urging alternative life styles.....	0	7
Participating in hearings.....	50	46
Helping research/write legislation.....	25	19
Public meetings/discussion.....	50	51
<i>Community service methods:^a</i>		
Public education.....	62	61
School programs	12	32
Recycling/demonstration projects.....	25	23
Beautification.....	25	23
Studies/surveys.....	25	26
Monitoring.....	0	15
Public meetings/discussions.....	62	49
<i>Issues: ^a</i>		
Air quality.....	37	27
Beautification.....	25	20
Economic growth and development.....	25	10
Economic priorities.....	0	7
Energy.....	12	13
Facility siting.....	0	13
Fisheries.....	12	17

TABLE 22

Continued

	% of Organizations in Wyoming (N= 8)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	25	22
Governmental organization.....	25	11
Health and safety.....	25	16
Highways.....	12	14
Landuse control.....	25	34
Landuse planning.....	37	37
Mining.....	12	12
Natural or wild area preservation.....	50	45
Noise.....	0	7
Outdoor recreation.....	37	34
Parks.....	50	29
Pesticides.....	12	19
Petroleum development.....	12	7
Population.....	0	16
Rat/pest control.....	12	3
Sanitation.....	0	13
Soil conservation.....	25	26
Solid waste/recycling.....	25	30
Public transportation.....	12	10
Water management.....	50	30
Water quality.....	37	38
Wetlands.....	12	23
Wildlife.....	25	34
<i>Problems:^a</i>		
Lack of intergroup coordination of environmental activity.....	12	19
Better evaluation of group's effectiveness and impact.....	25	15
Lack of contact with other environmentally interested groups.....	0	14
IRS tax laws.....	0	10
Funding.....	50	44

TABLE 22 Continued

	% of Organizations in Wyoming (N= 8)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	12	24
Inadequate information service on environmental issues.....	0	12
Inadequate information on organizing environmental activity.....	12	12
Unresponsiveness of government.....	12	29
Unresponsiveness of business.....	25	28
Lack of legal assistance.....	0	11
Lack of technical advice.....	0	9
Lack of staff/membership expertise.....	12	20
Need to broaden the membership base.....	37	41
Training volunteers.....	25	18
Utilizing volunteers.....	25	20
Recruiting volunteers.....	37	35
Leadership development.....	12	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	25	3
Rarely.....	0	9
Occasionally.....	37	47
Often.....	37	41

Montana:

Environmental activists in Montana all belong to what can be called an "inner club" regardless of their group affiliation. The people who form this statewide core believe that most people in the polluting industries think poorly of their efforts, but respect the environmentalists as individuals.

The overwhelming majority of environmental volunteers in Montana talk with others involved in the environmental movement once a week or more. Fifty-one percent speak with others involved in the environmental movement more than three times a week. For 98 percent of the volunteers in Montana, at least one of their closest friends is also involved in the environmental movement. Seventy-four percent say that three or more of their closest friends are also involved in the environmental movement.

In startling distinction to the environmental movement in North Dakota (Montana's eastern neighbor), the largest statewide group in Montana--the Montana Wildlife Federation--is politically active and progressive. Although this group is part of a national "old-line conservation" organization, it has extended its efforts to a wide variety of items. Its newspaper and quasi-coordinating role have helped it to have a favorable impact in Montana.

Fifteen percent of the groups in Montana use lobbying as a primary method in reaching their goals. Thirty-five percent help prepare and write legislation and another 33 percent put informal pressure on leaders as primary methods.

The Montana Wildlife Federation is the only organization in the state with a paid staff member. The staff person's salary and expenses were met with assistance from independent citizen groups. Things are now so tight financially, that this job will be phased out--despite the staff person's apparently useful coordinating activities.

The second-largest statewide environmental organization, the Montana Wilderness Association, is also part of a national "old-line conservation group." It, too, has broadened its outlook to include the whole spectrum of environmental issues. A representative of one of these two large groups said, however, that they are still dragging a minority of their members kicking and screaming into the 19th century. Issues that the two organizations have supported include a new state abortion law, national land use planning, and ending tax deductions for children to discourage large families. They have also fought the indiscriminate use of pesticides and stream channelization and, on the national level, the Alaskan pipeline.

The issues that the largest number of environmentally concerned organizations give priority attention are forestry, natural or wild area preservation, outdoor recreation, and water quality. Other issues receiving priority attention by one-third or more of the organizations are beautification, fisheries, land use control, and planning, parks, soil conservation, and wildlife.

Most of the environmental leaders felt that many people in Montana have become environmentally involved because it is

a shortcut to acquiring an activist image. They say that as a result, too many of the people in the movement are poorly grounded in the subject matter and give everybody a bad name because they tend to go off half-cocked.

Thirty-five percent of the organizations in Montana felt that the lack of staff and membership expertise is a major problem.

The majority of Montanans are said to be too dependent, directly or indirectly, on the extractive industries to feel favorably inclined toward the environmental movement. Environmental leaders think that committed people spend too much time talking to one another and not enough time trying to convince the uncommitted that they will eventually pay for a sick environment.

Montana contains much of the unspoiled land in the contiguous United States, but lacks the money, the political weight, and the large number of aware citizens needed, to preserve it. Montana environmentalists feel that easterners, who do have money and influence, try to impose unworkable solutions on westerners because they don't understand local situations. Nearly everyone also agreed that there is too much rigidity, particularly at the federal level, in proposed solutions to environmental problems. Clear-cutting, they said, has much to recommend it if done properly. (Montana groups have fought clear-cutting vigorously when they felt that such a practice was either not appropriate for a particularly scenic area, or where they felt that the proposed cut was too

large and poorly planned.) They also feel that pesticides should be permitted whenever and wherever necessary. Those interviewed believe that efforts to completely ban clear-cutting and pesticides, and similar examples of what they feel are overreactions, are causing a lot of fence-sitters to come down on the wrong side.

Montana environmentalists say that, outside of the federal government, the greatest obstacles to environmental progress are the chambers of commerce, the copper industry, the timber industry, and the automobile industry. These interests are seen as having virtually unlimited funds with which to resist environmental progress. Many environmentalists feel that industry is deliberately forcing environmental groups to use up their miniscule funds fighting industry's pro-status-quo stands. Environmentalists in Montana complain that they are being forced to play a negative role when they would prefer a constructive one.

The two problem areas that over half of the Montana environmental groups list as primary are funding and their need to broaden the membership base. Other problem areas that one-third or more of the groups call primary are the unresponsiveness of government and industry, lack of staff/membership expertise, and leadership development.

Nearly everyone favored a revision of the federal laws. They felt that public interest groups should be allowed a tax break for lobbying as long as the industrial interests can

write lobbying off as a business expense. Additionally, they felt that tax laws should penalize "unecological pursuits" rather than encourage indiscriminate consumption and growth. Property taxation based on the highest and best use of the land is causing much concern in Montana. Such taxation forces landowners to sell more and more property to commercial interests, which in turn, change more natural and rural areas into industrial or residential developments.

Oddly enough the greatest job pressure is felt by environmentalists who work at state colleges and universities. The state is cutting back on funds for higher education because the general dislocation of the economy has resulted in lower tax revenues. As a result, only the income from research grants makes it possible to retain many faculty and staff members. We were told that much of the money available for research grants comes from the same corporations that are most heavily attacked by environmentalists. Pressure in the state colleges and universities is therefore said to be quite heavy.

Public school teachers have reportedly been fired for including environmental material in their course work. The smaller the town is, apparently, the greater the danger is that this will happen.

From all accounts, the newspaper coverage in Montana is, at best, a mixed blessing. Small-town papers are said to be anti-environment. Papers in the larger towns are both pro and con, depending on the issue.

As mentioned previously, cooperation among environmental

groups takes place mainly under the auspices of the largest environmental organization in Montana. Everyone interviewed saw a great need for a central office in Helena for information and lobbying. It could also serve as a place for environmentalists from all over the state to congregate when in the state capitol.

Fifty-five percent of the organizational respondents in Montana say that they occasionally cooperate with other non-governmental organizations on environmental issues. Another 40 percent say that they often cooperate with these groups.

While 25 percent of the groups surveyed say that they are members of a formal coordinating council, as compared to 32 percent nationally, 24 percent also say that they frequently have formal written agreements regarding policy and programs, compared to 10 percent nationally.

TABLE 23

Profile of Environmental Volunteers in Montana
(N = Number of Respondents)

	% of Respondents in Montana (N=47)	% of Respondents Nationwide	% of Montana Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	68	55	50
Female.....	32	45	50
<i>Age:</i>			
0-17.....	6	4	29 (10-24) ^a
18-24.....	6	9	....
25-29.....	15	9	6
30-39.....	30	24	11
40-49.....	21	21	11
50+.....	21	33	25
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	96	98	95.5
Latin American...	0	0	....
Negro/black			
African.....	0	1	0.3
American Indian..	4	0	3.9
Oriental Asian	0	0	0.1
<i>Marital status:</i>			
Married.....	83	77	63
Single.....	17	18	26
Widowed.....	0	3	7
Separated.....	0	1	1
Divorced.....	0	2	3
<i>Education:</i>			
Some high school	11	7	16
High school degree	9	11	34
Some college	33	22	14
College degree	24	21	7
Some graduate work	11	15	4 (4 yrs. college or
Graduate degree	13	23	 more)

TABLE 23 Continued

	% of Respondents in Montana (N=47)	% of Respondents Nationwide	% of Montana Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	26	35	15
Manager/ administrator	9	8	10
Sales.....	6	2	6
Clerical office worker.....	2	3	14
Service.....	0	1	15
Agriculture...	13	3	12
Skilled labor/ craftsmen....	0	4	13
Labor/factory worker/ transportation	0	2	16
On welfare....	0	0	4
<i>Total family income:</i>			
Under \$4,999..	7	5	38
\$5,000 - \$9,999	20	17	33
\$10,000 - \$14,999	29	25	19
\$15,000 - \$19,999	14	23	8 (\$15,000-\$24,999)
\$20,000 - \$24,999	18	12	....
\$25,000 or over	11	16	2
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	54	57	....
5-8 (full day)	15	20	....
9-12			
(1 1/2 day)..	11	6	....
13-16			
(2 days).....	4	5	....
17-24			
(3 days).....	2	5	....
25-32			
(4 days).....	2	2	....
33+			
(over 4 days)	11	5	....

TABLE 23 *Continued*

	% of Respondents in Montana (N= 47)	% of Respondents Nationwide	% of Montana Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	12	8	....
Scientific/technical assistance.....	32	27	....
Accounting/fiscal..	2	5	....
Administration.....	51	30	....
Clerical/filing/ typing.....	5	18	....
Committee work.....	61	66	....
Documentation/ library.....	8	15	....
Organization policy development.....	67	48	....
Publicity.....	65	50	....
Education.....	67	63	....
Information dissemination....	63	64	....
Helping prepare/ write legislation	26	15	....
Research.....	27	25	....
Fund raising.....	33	28	....
Lobbying	22	18	....
Informal pressure on officials	62	50	....
Boycotting/economic pressure.....	18	16	....
Letter writing.....	81	61	....
Participation in hearings.....	64	41	....
Public meetings, discussion,etc....	93	70	....
Field trips	55	50	....
Demonstration projects (recycling,etc.)	42	42	....
Evaluation	30	24	....
Physical improvement projects (clean up, planting,etc.)	59	53	....
Monitoring	23	12	....
Training/ orientation.....	20	22	....

TABLE 23 *Continued*

	% of Respondents in Montana (N= 47)	% of Respondents Nationwide	% of Montana Population (Census Bureau Statistics)
Recruitment.....	40	27	....
Placement and referral.....	7	7	....
Protest (or advocacy) demonstrations...	10	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 24

Profile of Environmental Organizations
in Montana
(N = Number of Respondents)

	% of Organizations in Montana (N= 21)	% of Organizations Nationwide
Have official members.....	90	88
Have only a mailing list.....	9	12
<i>Membership (number of persons):</i>		
Under 100.....	48	45
100-499.....	19	27
500+.....	33	29
<i>Membership (number of groups):</i>		
0-4.....	95	94
5-19.....	0	4
20+.....	5	2
<i>Years environmentally active:</i>		
0-2.....	14	26
3-5.....	43	29
6-9.....	5	9
10+.....	38	36
<i>Staff:</i>		
None.....	48	36
All volunteer.....	14	30
Some paid.....	19	23
All paid.....	19	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	5	7
26-50%.....	5	6
51-75%.....	9	6
76+.....	81	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 24

Continued

	% of Organizations in Montana (N= 21)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	5	3
Full-time staff.....	0	3
Executive board.....	48	47
Active members only.....	29	21
Vote by all members.....	19	25
<i>Location of central quarters:</i>		
Private home.....	45	37
Shared office space.....	25	30
Private office space.....	30	28
<i>Total annual budget:</i>		
Under \$500.....	33	30
\$500 - \$1,000.....	14	12
\$1,001 - \$2,000.....	9	12
\$2,001 - \$6,000.....	5	13
\$6,001 - \$15,000.....	9	7
\$15,001 - \$25,000.....	5	4
\$25,001 - \$50,000.....	5	8
\$50,001 - \$500,000.....	19	10
Over \$500,000.....	0	1
<i>Source of Revenue:^a</i>		
Memberships.....	33	57
Foundations/private grants.....	0	8
Individual donations.....	38	24
Corporate contributions.....	9	5
Government.....	5	7
Other ^b	43	30
^a Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE 24

Continued

	% of Organizations in Mon+ana (N= 21)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	45	33
Nonprofit, tax-exempt.....	25	38
Other.....	30	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	43	34
Municipality.....	43	35
County.....	43	34
Several counties or towns.....	38	17
Metropolitan area.....	5	21
Watershed.....	43	20
State.....	57	35
Regional (two or more states).....	29	9
National.....	24	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	14	14
55 - 100%.....	5	8
25 - 54%.....	10	11
1 - 25%.....	38	29
Membership steady.....	14	24
Some decline (under 10%).....	19	8
Significant decline (10-30%).....	0	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	14	11
55 - 100% increase.....	5	9
25 - 54% increase.....	19	13
1 - 25% increase.....	24	26
Participation steady.....	29	36
Some decline (under 10%).....	9	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

	% of Organizations in Montana (N= 21)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	15	17
Informal pressure on leaders.....	35	35
Litigation.....	5	7
Information dissemination.....	75	65
Public education.....	75	67
Research.....	10	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	55	56
Publicity.....	55	51
Urging alternative life styles.....	5	7
Participating in hearings.....	45	46
Helping research/write legislation.....	35	19
Public meetings/discussion.....	45	51
<i>Community service methods:^a</i>		
Public education.....	65	61
School programs	35	32
Recycling/demonstration projects.....	15	23
Beautification.....	40	23
Studies/surveys.....	20	26
Monitoring.....	25	15
Public meetings/discussions.....	30	49
<i>Issues: ^a</i>		
Air quality.....	29	27
Beautification.....	38	20
Economic growth and development.....		10
Economic priorities.....	5	7
Energy.....	14	13
Facility siting.....	14	13
Fisheries.....	38	17

TABLE²⁴

Continued

	% of Organizations in Montana (N= 21)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	48	22
Governmental organization.....	19	11
Health and safety.....	19	16
Highways.....	14	14
Landuse control.....	38	34
Landuse planning.....	33	37
Mining.....	24	12
Natural or wild area preservation.....	57	45
Noise.....	0	7
Outdoor recreation.....	43	34
Parks.....	38	29
Pesticides.....	29	19
Petroleum development.....	9	7
Population.....	9	16
Rat/pest control.....	5	3
Sanitation.....	29	13
Soil conservation.....	33	26
Solid waste/recycling.....	19	30
Public transportation.....	0	10
Water management.....	43	30
Water quality.....	57	38
Wetlands.....	29	23
Wildlife.....	38	34
<i>Problems:^a</i>		
Lack of intergroup coordination of environmental activity.....	11	19
Better evaluation of group's effectiveness and impact.....	15	15
Lack of contact with other environmentally interested groups.....	15	14
IRS tax laws.....	20	10
Funding.....	65	44

TABLE 24

Continued

	% of Organizations in Montana (N=21)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	30	24
Inadequate information service on environmental issues.....	5	12
Inadequate information on organizing environmental activity.....	20	12
Unresponsiveness of government.....	35	29
Unresponsiveness of business.....	40	28
Lack of legal assistance.....	10	11
Lack of technical advice.....	10	9
Lack of staff/membership expertise.....	35	20
Need to broaden the membership base.....	65	41
Training volunteers.....	20	18
Utilizing volunteers.....	15	20
Recruiting volunteers.....	30	35
Leadership development.....	40	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	5	9
Occasionally.....	52	47
Often.....	38	41

Metropolitan Areas

St. Louis:

Environmental leaders in the St. Louis metropolitan area are very concerned with the supportive problems of running volunteer organizations. One of the most frequent complaints was that leaders are forced to spend too much time on raising money and administration, and in general on trying to hold the organization together. The activists we talked with in St. Louis are not very interested in working with ordinary volunteers. They said that self-starting volunteers are rare but they do not have much time to devote to helping nonself-starters.

Another problem is that it is not uncommon for untrained volunteers to show up cold and offer their services to a group for which they may be ill-suited. These people then become disenchanted and drop out. Very often there is a group elsewhere that would have been a better match. It was suggested that the problem of volunteer placement could be solved by establishing a central training school/clearinghouse.

The enormous problem of raising money for the environmental movement in St. Louis is attributed to three main causes:

- Leaders are reluctant to spend time fund raising when they could be working on more substantive issues.
- The local Internal Revenue Service (IRS) is said to have arbitrarily refused tax-exempt status to a number of activist groups that have never

engaged in formal lobbying or other prohibited activities. Virtually everyone felt that tax-exempt organizations should be permitted to lobby as a balance to the advantages possessed by trade associations and corporations.

- It is generally believed that funding sources, such as foundations, have a deliberate policy of encouraging failure even while justifying their existence by making grants to "good" causes. It was explained that grants are usually sufficiently less than the proposed budget, so that the project stops just short of success. When funds run out, no more money is made available. (Environmentalists readily agreed that these views of foundation funding might be somewhat paranoid. They also said, however, that there was evidence to support these views.)

Another problem cited by environmental groups in St. Louis is the need for technical assistance. A number of people commented that the scientific community in St. Louis, led by individuals of national prominence, prefers to work on national rather than local issues.

Many felt that some environmental groups in St. Louis are very parochial in outlook. This parochialism was always attributed to other organizations. Although there appeared to be absolutely no contact with environmental groups in other parts of Illinois and Missouri, no one in any of the

meetings seemed to feel the need to establish such contact. The one exception to this lack of statewide contact appeared to be the very active inner city environmental group, Black Survival, Inc.. This group has made an effort to initiate and sustain contact with other persons and organizations throughout Missouri and Illinois who are also interested in inner city environmental problems.

Cooperation among environmental groups in St. Louis is irregular and informal. There is an umbrella organization, the Council on the Environment, but most of those interviewed felt that it had succeeded only in creating a new perhaps stronger organization. It is called unsuccessful at coordinating the activities of existing organizations. Leaders of the Council of the Environment on the other hand, believe they are effectively coordinating the efforts of St. Louis metropolitan area environmental groups and see no need for additional activity of this sort. Many others saw a real lack of intergroup coordination, but there were mixed feelings on the need to change this.

Many of the more politically oriented environmentalists felt that such activities as private recycling were, on balance, detrimental to the movement. Two reasons were given for this feeling:

- Recycling in the home turns people away from the environmental ethic after they've discovered what a "boring pain" it is.

-- Recycling allows people to convince themselves that they are doing enough for the cause if they just recycle their cans, newspapers and bottles.

Such "community service" activities are seen by the political change activists as diversions that distract attention from the real issues.

St. Louis is the home of one of the few black environmental groups in the country, Black Survival, Inc.. There appears to be good relationships between Black Survival, Inc., and other environmental groups in the area. Urban-oriented environmentalists told us that the national movement is missing the boat by not drawing inner city poor into the effort. They said that talking about things like high levels of hydrocarbons doesn't give inner city people anything to relate to. A much more basic appeal, to such interests as health, is needed--for example, mass transit is good for inner city dwellers' health, heavy auto traffic is bad for their health.

The small size of the response to the organizational and individual questionnaires has not provided us with sufficient data for analysis. We have included tables of the organizational and individual questionnaire at the conclusion of this summary for the readers' information.

TABLE 25

(N = Number of Respondents)

Profile of Environmental Volunteers in St. Louis
Metropolitan Area, Missouri and Illinois

	% of Respondents in St. Louis, Mo. (N=15) & Ill.	% of Respondents Nationwide	% of St. Louis, Mo. & Ill. Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	33	55	47
Female.....	67	45	53
<i>Age:</i>			
0-17.....	14	4	27 (10-24) ^a
18-24.....	7	9	....
25-29.....	7	9	7
30-39.....	36	24	11
40-49.....	7	21	12
50+.....	28	33	24
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	100	98	83
Latin American...	0	0	....
Negro/black			
African.....	0	1	16
American Indian..	0	0	0.5
Oriental Asian	0	0	2.0
<i>Marital status:</i>			
Married.....	80	77	61
Single.....	20	18	25
Widowed.....	0	3	8
Separated.....	0	1	2
Divorced.....	0	2	4
<i>Education:</i>			
Some high school	20	7	18
high school degree	0	11	29
Some college	27	22	9
College degree	20	21	6
Some graduate work	7	15	4 (4 yrs. college
Graduate degree	27	23	 or more)

TABLE 25 Continued

	% of Respondents in St. Louis, Mo. (N=15) & Ill.	% of Respondents Nationwide	% of St. Louis, Mo. & Ill. Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	28	35	13
Manager/ administrator	0	8	7
Sales.....	0	2	7
Clerical office worker.....	0	3	19
Service.....	0	1	12
Agriculture...	0	3	8
Skilled labor/ craftsmen....	7	4	13
Labor/factory worker/ transportation	0	2	21
On welfare....	0	0	10
<i>Total family income:</i>			
Under \$4,999..	0	5	28
\$5,000 - \$9,999	0	17	29
\$10,000 - \$14,999	14	26	25
\$15,000 - \$19,999	36	23	14 (\$15,000-\$24,999)
\$20,000 - \$24,999	29	12	....
\$25,000 or over	21	16	4
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	40	57	....
5-8 (full day)	27	20	....
9-12			
(1 1/2 day)..	13	6	....
13-16			
(2 days).....	7	5	....
17-24			
(3 days).....	7	5	....
25-32			
(4 days).....	0	2	....
33+			
(over 4 days)	7	5	....

TABLE 25 Continued

	% of Respondents in St. Louis, Mo. (N= 15) & Ill.	% of Respondents Nationwide	% of St. Louis, Mo. & Ill. Population (Census Bureau Statistics)
Primary voluntary environmental activities:			
Legal assistance/ litigation.....	8	8	....
Scientific/technical assistance.....	27	27	....
Accounting/fiscal..	0	5	....
Administration.....	38	30	....
Clerical/filing/ typing.....	38	18	....
Committee work.....	69	66	....
Documentation/ library.....	15	15	....
Organization policy development.....	50	48	....
Publicity.....	46	50	....
Education.....	54	63	....
Information dissemination....	69	64	....
Helping prepare/ write legislation	23	15	....
Research.....	31	25	....
Fund raising.....	38	28	....
Lobbying	23	18	....
Informal pressure on officials	36	50	....
Boycotting/economic pressure.....	8	16	....
Letter writing.....	43	61	....
Participation in hearings.....	23	41	....
Public meetings, discussion, etc....	46	70	....
Field trips	15	50	....
Demonstration projects (recycling, etc.)	23	42	....
Evaluation	15	24	....
Physical improvement projects (clean up, planting, etc.)	8	53	....
Monitoring	0	12	....
Training/ orientation.....	8	22	....

TABLE 25 *Continued*

	% of Respondents in St. Louis, Mo. (N=15) & Ill.	% of Respondents Nationwide	% of St. Louis, Mo. & Ill. Population (Census Bureau Statistics)
Recruitment.....	23	27	....
Placement and referral.....	8	7	....
Protest (or advocacy) demonstrations...	8	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 26

Profile of Environmental Organizations
in St. Louis, Mo.

(N = Number of Respondents)

	% of Organizations in St. Louis (N=4)	% of Organizations Nationwide
Have official members.....	100	88
Have only a mailing list.....	0	12
<i>Membership (number of persons):</i>		
Under 100.....	0	45
100-499.....	50	27
500+.....	50	29
<i>Membership (number of groups):</i>		
0-4.....	100	94
5-19.....	0	4
20+.....	0	2
<i>Years environmentally active:</i>		
0-2.....	25	26
3-5.....	50	29
6-9.....	0	9
10+.....	25	36
<i>Staff:</i>		
None.....	50	36
All volunteer.....	0	30
Some paid.....	25	23
All paid.....	25	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	0	7
26-50%.....	25	6
51-75%.....	25	6
76+.....	50	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 26

Continued

	% of Organizations in St. Louis (N= 4)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	0	3
Executive board.....	75	47
Active members only.....	0	21
Vote by all members.....	25	25
<i>Location of central quarters:</i>		
Private home.....	50	37
Shared office space.....	0	30
Private office space.....	25	28
<i>Total annual budget:</i>		
Under \$500.....	0	30
\$500 - \$1,000.....	0	12
\$1,001 - \$2,000.....	25	12
\$2,001 - \$6,000.....	50	13
\$6,001 - \$15,000.....	0	7
\$15,001 - \$25,000.....	0	4
\$25,001 - \$50,000.....	25	8
\$50,001 - \$500,000.....	0	10
Over \$500,000.....	0	
<i>Source of Revenue:^a</i>		
Memberships.....	100	57
Foundations/private grants.....	25	8
Individual donations.....	25	24
Corporate contributions.....	0	5
Government.....	0	7
Other ^b	25	30
Percentages listed represent <u>primary</u> or <u>major</u> characteristics of organizations only.		
Sales, fees, subscriptions, etc.		

TABLE 26

Continued

	% of Organizations in St. Louis (N=4)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	50	33
Nonprofit, tax-exempt.....	50	38
Other.....	0	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	0	34
Municipality.....	25	35
County.....	50	34
Several counties or towns.....	50	17
Metropolitan area.....	50	21
Watershed.....	50	20
State.....	50	35
Regional (two or more states).....	25	9
National.....	25	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	25	14
55 - 100%.....	0	8
25 - 54%.....	0	11
1 - 25%.....	25	29
Membership steady.....	25	24
Some decline (under 10%).....	0	8
Significant decline (10-30%).....	0	3
Substantial decline (over 30%).....	25	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	0	11
55 - 100% increase.....	33	9
25 - 54% increase.....	0	13
1 - 25% increase.....	0	26
Participation steady.....	67	36
Some decline (under 10%).....	0	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

TABLE

26

Continued

	% of Organizations in St. Louis (N= 4)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	25	17
Informal pressure on leaders.....	50	35
Litigation.....	25	7
Information dissemination.....	100	65
Public education.....	75	67
Research.....	25	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	75	56
Publicity.....	25	51
Urging alternative life styles.....	0	7
Participating in hearings.....	75	46
Helping research/write legislation.....	25	19
Public meetings/discussion.....	50	51
<i>Community service methods:^a</i>		
Public education.....	67	61
School programs	0	32
Recycling/demonstration projects.....	33	23
Beautification.....	0	23
Studies/surveys.....	67	26
Monitoring.....	67	15
Public meetings/discussions.....	100	49
<i>Issues: ^a</i>		
Air quality.....	50	27
Beautification.....	0	20
Economic growth and development.....	25	10
Economic priorities.....	0	7
Energy.....	50	13
Facility siting.....	25	13
Fisheries.....	0	17

TABLE 26

Continued

	% of Organizations in St. Louis (N=4)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	25	22
Governmental organization.....	0	11
Health and safety.....	0	16
Highways.....	25	14
Landuse control.....	50	34
Landuse planning.....	50	37
Mining.....	25	12
Natural or wild area preservation.....	50	45
Noise.....	50	7
Outdoor recreation.....	25	34
Parks.....	50	29
Pesticides.....	50	19
Petroleum development.....	0	7
Population.....	0	16
Rat/pest control.....	0	3
Sanitation.....	0	13
Soil conservation.....	25	26
Solid waste/recycling.....	75	30
Public transportation.....	25	10
Water management.....	50	30
Water quality.....	50	38
Wetlands.....	25	23
Wildlife.....	50	34
<i>Problems:a</i>		
Lack of intergroup coordination of environmental activity.....	25	19
Better evaluation of group's effectiveness and impact.....	0	15
Lack of contact with other environmentally interested groups.....	0	14
IRS tax laws.....	25	10
Funding.....	75	44

TABLE 26 Continued.

	% of Organizations in St. Louis (N=4)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	25	24
Inadequate information service on environmental issues.....	0	12
Inadequate information on organizing environmental activity.....	0	12
Unresponsiveness of government.....	25	29
Unresponsiveness of business.....	25	28
Lack of legal assistance.....	25	11
Lack of technical advice.....	0	9
Lack of staff/membership expertise.....	0	20
Need to broaden the membership base.....	50	41
Training volunteers.....	0	18
Utilizing volunteers.....	25	20
Recruiting volunteers.....	50	35
Leadership development.....	50	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	0	9
Occasionally.....	0	47
Often.....	75	41

Birmingham, Alabama:

All of those interviewed in Birmingham had been involved in the successful effort to pass a strong state air pollution control law.

The environmental movement in Birmingham originated in the early 1950's, but did not gain momentum until 1967 when a very weak air pollution control bill was introduced in the Alabama legislature. Citizen concern was immediately aroused. When the weak bill became law, in 1969, it was criticized as totally inadequate, not only by citizens, but also by the National Air Pollution Control Administration, the Board of Health, and members of the Air Pollution Control Commission set up by the weak legislation. All of the above agencies and the citizens asked the state to strengthen the law.

A concentrated, rigorously coordinated effort by many citizens and organizations to inform the public generated overwhelming support for new legislation, which was passed in 1971. This gave Alabama one of the most stringent air pollution control laws in the country.

Support from the media on this and other environmental issues is considered excellent.

Air pollution is only one of the many areas in which Birmingham environmental volunteers have been active. Other issues include:

- Scenic river and natural area preservation. This involvement led to fights against the channelization of Alabama's waters (one person stated that approximately 2,000 miles of

Alabama's streams are being considered for channelization) and drives to preserve the gulf coastline and to protect wetlands and estuaries.

-- Citizens have been concerned with forest protection issues such as clear-cutting and the use of herbicides to promote pine monoculture. (We were told that two-thirds of Alabama is forested, and one-half of that acreage is owned by the pulp and paper industry.) One issue that has generated a high level of concern is the preservation of the Bankhead National Forest as a wilderness area.

Birmingham environmentalists have also been concerned with strip mining, water pollution, land use planning, the energy crisis, and pesticide regulation.

Because of the very low number of survey respondents in Birmingham, our questionnaire data must be treated extremely cautiously.

The issues receiving priority attention from the largest number of our survey respondents are beautification, natural or wild area preservation, land use control and planning, mining, soil conservation, and wildlife.

Volunteer leaders in Birmingham find that broadening the leadership of the environmental movement is very difficult. The fear of retaliation by employers is a major detriment to participation. In addition, it is felt that many citizens

are simply apathetic toward environmental concerns. Many of those interviewed said they even have difficulty in utilizing and motivating the volunteers they have.

Environmentalists note a shortage of "project" leaders and workers who are willing to undertake the necessary self-education and strategy planning.

The problem area considered major by the largest number of groups in our survey is leadership development.

Although the shortage of operating funds was not brought up as frequently in Birmingham as in other areas of the country, it was mentioned. One group in particular had been trying, without success, to obtain funds to hire a full-time director and a secretary. Many groups mentioned the restrictions placed on their activities by federal tax laws as a major problem.

Some Birmingham environmental leaders fear they have an image problem. All too often, they say, environmentalists are opposing some project or action and thus have a negative image. They feel that if citizens were included in the planning process from the beginning they would not have to spend so much of their time reacting to poor decisions.

Cooperation among environmental groups within Birmingham has thus far taken place on an ad hoc basis around the issue of air quality control. Most statewide cooperation appears to be guided by a council composed of fifty-nine member organizations. This council differs from other coordinating structures in that it is a separate organization with chapters throughout the state which concentrate on local problems.

Half of the groups in our survey said that they occasionally cooperate with other non-governmental organizations on environmental issues. Almost one-fifth of the groups said that they rarely engage in such cooperation, and one-third said that they often cooperate with other non-governmental groups.

Over three-quarters of the individual survey respondents said that they talk to other people involved in the environmental movement once a week or more. Over two-thirds of the individuals said that one or more of their closest friends are also involved in the environmental movement.

TABLE 27

Profile of Environmental Volunteers in Birmingham, Alabama
(N = Number of Respondents)

	% of Respondents in Birmingham (N = 18)	% of Respondents Nationwide	% of Birmingham Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	39	55	47
Female.....	61	45	53
<i>Age:</i>			
0-17.....	11	4	28 (10-24) ^a
18-24.....	6	9	....
25-29.....	6	9	6
30-39.....	6	24	10
40-49.....	39	21	12
50+.....	34	33	24
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	100	98	70
Latin American...	0	0	....
Negro/black African.....	0	1	29
American Indian..	0	0	.05
Oriental Asian	0	0	.05
<i>Marital status:</i>			
Married.....	72	77	61
Single.....	28	18	23
Widowed.....	0	3	9
Separated.....	0	1	2
Divorced.....	0	2	4
<i>Education:</i>			
Some high school	6	7	23
High school degree	11	11	28
Some college	6	22	8
College degree	39	21	6
Some graduate work	6	15	3 (4 yrs college or
Graduate degree	33	23	 more)

TABLE 27 Continued

	% of Respondents in Birmingham (N= 18)	% of Respondents Nationwide	% of Birmingham Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	45	35	13
Manager/ administrator	6	8	8
Sales.....	0	2	8
Clerical office worker.....	0	3	18
Service.....	0	1	14
Agriculture...	0	3	1
Skilled labor/ craftsmen....	0	4	15
Labor/factory worker/ transportation	0	2	23
On welfare....	0	0	6
<i>Total family income:</i>			
Under \$4,999..	0	5	39
\$5,000 - \$9,999	6	17	32
\$10,000 - \$14,999	29	26	18
\$15,000 - \$19,999	6	23	9 (\$15,000-\$24,999)
\$20,000 - \$24,999	29	12	....
\$25,000 or over	29	16	2
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	59	57	....
5-8 (full day)	29	20	....
9-12			
(1 1/2 day)..	0	6	....
13-16			
(2 days).....	6	5	....
17-24			
(3 days).....	6		....
25-32			
(4 days).....	0	2	....
33+			
(over 4 days)	0	5	....

TABLE 27 *Continued*

	% of Respondents in Birmingham (N= 18)	% of Respondents Nationwide	% of Birmingham Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	0	8	....
Scientific/technical assistance.....	42	27	....
Accounting/fiscal..	0	5	....
Administration.....	20	30	....
Clerical/filing/ typing.....	23	18	....
Committee work.....	85	66	....
Documentation/ library.....	9	15	....
Organization policy development.....	36	48	....
Publicity.....	67	50	....
Education.....	75	63	....
Information dissemination....	67	64	....
Helping prepare/ write legislation	8	15	....
Research.....	50	25	....
Fund raising.....	27	28	....
Lobbying	17	18	....
Informal pressure on officials	50	50	....
Boycotting/economic pressure.....	0	16	....
Letter writing.....	69	61	....
Participation in hearings.....	54	41	....
Public meetings, discussion,etc....	79	70	....
Field trips	69	50	....
Demonstration projects	30	42	....
(recycling,etc.)	20	24	....
Evaluation			....
Physical improvement projects (clean up, planting,etc.)	50	53	....
Monitoring	0	12	....
Training/ orientation.....	0	22	....

TABLE 27 *Continued*

	% of Respondents in Birmingham (N=18)	% of Respondents Nationwide	% of Birmingham Population (Census Bureau Statistics)
Recruitment.....	18	27	....
Placement and referral.....	0	7	....
Protest (or advocacy) demonstrations...	8	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 28

Profile of Environmental Organizations
in Birmingham, Alabama

(N = Number of Respondents)

	% of Organizations in Birmingham (N= 6)	% of Organizations Nationwide
Have official members.....	100	88
Have only a mailing list.....	0	12
<i>Membership (number of persons):</i>		
Under 100.....	67	45
100-499.....	17	27
500+.....	17	29
<i>Membership (number of groups):</i>		
0-4.....	100	94
5-19.....	0	4
20+.....	0	2
<i>Years environmentally active:</i>		
0-2.....	33	26
3-5.....	17	29
6-9.....	17	9
10+.....	33	36
<i>Staff:</i>		
None.....	67	36
All volunteer.....	33	30
Some paid.....	0	23
All paid.....	0	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	0	7
26-50%.....	0	6
51-75%.....	0	6
76+.....	100	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 28

Continued

	# of Organizations in Birmingham (N= 6)	# of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	0	3
Executive board.....	33	47
Active members only.....	0	21
Vote by all members.....	67	25
<i>Location of central quarters:</i>		
Private home.....	20	37
Shared office space.....	40	30
Private office space.....	20	28
<i>Total annual budget:</i>		
Under \$500.....	50	30
\$500 - \$1,000.....	0	12
\$1,001 - \$2,000.....	17	12
\$2,001 - \$6,000.....	0	13
\$6,001 - \$15,000.....	17	7
\$15,001 - \$25,000.....	0	4
\$25,001 - \$50,000.....	17	8
\$50,001 - \$500,000.....	0	10
Over \$500,000.....	0	
<i>Source of Revenue:^a</i>		
Memberships.....	67	57
Foundations/private grants.....	0	8
Individual donations.....	0	24
Corporate contributions.....	0	5
Government.....	0	7
Other ^b	17	30
Percentages listed represent <u>primary</u> or <u>major</u> characteristics of organizations only.		
Sales, fees, subscriptions, etc.		

	% of Organizations in Birmingham (N= 6)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	20	33
Nonprofit, tax-exempt.....	40	38
Other.....	40	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	33	34
Municipality.....	50	35
County.....	17	34
Several counties or towns.....	0	17
Metropolitan area.....	50	21
Watershed.....	0	20
State.....	50	35
Regional (two or more states).....	0	9
National.....	33	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	0	14
55 - 100%.....	17	8
25 - 54%.....	17	11
1 - 25%.....	17	29
Membership steady.....	50	24
Some decline (under 10%).....	0	8
Significant decline (10-30%).....	0	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	0	11
55 - 100% increase.....	17	9
25 - 54% increase.....	0	13
1 - 25% increase.....	50	26
Participation steady.....	33	36
Some decline (under 10%).....	0	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

TABLE 28

Continued

	% of Organizations in Birmingham (N= 6)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	0	17
Informal pressure on leaders.....	17	35
Litigation.....	0	7
Information dissemination.....	33	65
Public education.....	83	67
Research.....	33	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	0	56
Publicity.....	50	51
Urging alternative life styles.....	50	7
Participating in hearings.....	0	46
Helping research/write legislation.....	17	
Public meetings/discussion.....	17	19
	33	32
<i>Community service methods:^a</i>		
Public education.....	50	61
School programs	33	32
Recycling/demonstration projects.....	20	23
Beautification.....	67	23
Studies/surveys.....	17	26
Monitoring.....	0	15
Public meetings/discussions.....	33	49
<i>Issues: ^a</i>		
Air quality.....	17	27
Beautification.....	50	20
Economic growth and development.....	0	10
Economic priorities.....	0	7
Energy.....	0	13
Facility siting.....	0	13
Fisheries.....	0	17

TABLE 28

Continued

	% of Organizations in Birmingham (N=6)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	0	22
Governmental organization.....	0	11
Health and safety.....	17	16
Highways.....	17	14
Landuse control.....	33	34
Landuse planning.....	33	37
Mining.....	33	12
Natural or wild area preservation.....	50	45
Noise.....	0	7
Outdoor recreation.....	17	34
Parks.....	17	29
Pesticides.....	0	19
Petroleum development.....	0	7
Population.....	17	16
Rat/pest control.....	0	3
Sanitation.....	0	13
Soil conservation.....	33	26
Solid waste/recycling.....	17	30
Public transportation.....	0	10
Water management.....	0	30
Water quality.....	0	38
Wetlands.....	0	23
Wildlife.....	33	34
<i>Problems: a</i>		
Lack of intergroup coordination of environmental activity.....	0	19
Better evaluation of group's effectiveness and impact.....	20	15
Lack of contact with other environmentally interested groups.....	20	14
IRS tax laws.....	0	10
Funding.....	20	44

TABLE 28

Continued

	% of Organizations in Birmingham (N= 6)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	20	24
Inadequate information service on environmental issues.....	0	12
Inadequate information on organizing environmental activity.....	20	12
Unresponsiveness of government.....	0	29
Unresponsiveness of business.....	20	28
Lack of legal assistance.....	0	11
Lack of technical advice.....	20	9
Lack of staff/membership expertise.....	20	20
Need to broaden the membership base.....	0	41
Training volunteers.....	0	18
Utilizing volunteers.....	0	20
Recruiting volunteers.....	20	35
Leadership development.....	40	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	17	9
Occasionally.....	50	47
Often.....	33	41

San Francisco:

The San Francisco metropolitan area supports an enormous amount of very visible environmental activity. The hub of this activity is a group of 100 to 150 people, each belonging to several organizations. Together they provide the leadership of the environmental movement in San Francisco.

Fifty-seven percent of the volunteers responding to our individual questionnaire said that they contribute less than 4 hours each week to environmental activities. Fifteen percent contribute seventeen hours per week or more. The overwhelming majority of volunteers in San Francisco talk to others involved in the environmental movement more than once a week. Over 90 percent of the volunteers say that at least one of their closest friends is also involved in the environmental movement.

The major environmental issue in San Francisco is land use planning. Concern over this issue has been manifested in the following problem areas:

- open space preservation (Point Pinole, Golden Gate Recreation Area);
- management of the San Francisco Bay;
- transportation planning--concern over a third bridge crossing the bay (the "Southern Crossing") and the Bay Area Rapid Transit (BART);
- highrise development in the city of San Francisco.

San Francisco environmentalists are also concerned with air and water pollution, solid waste disposal, and water supply.

There are three environmental issues to which half of our organizational respondents give priority attention: land use planning, land use control, and parks. Other issues of priority interest to one-third or more of the groups are air quality, natural or wild area preservation, outdoor recreation, population, solid waste/recycling, and water quality.

The most frequently mentioned problem was lack of operating funds. Some volunteers said that they simply did not want to spend their time fund raising. They wanted more money channeled from the government to citizen groups.

Most groups felt that to be truly effective, full-time staff should be hired. Such staff would be responsible for recruiting and mobilizing volunteers. Some leaders commented that they could only spend so much time getting people involved before they lost their own potential for making a significant contribution.

A few of those interviewed said that while some paid staff is essential, a sizeable staff can create problems. They expressed concern that volunteers will slack off and leave the work to the staff. The organization might then become a staff-run rather than volunteer-run organization.

Most groups agreed that volunteers produce more during a crisis. It is very difficult to keep volunteers involved. Too many volunteers feel that once a decision has been made, the problem has been solved. Environmental leaders claim, however, that the number of steady participants in the Bay Area is growing.

Forty-two percent of the groups in San Francisco have less than 100 members. Sixty percent of the groups also say that less than one-third of their members actively participate in the work of their groups.

Fifty-five percent of the individual volunteers in San Francisco say that they contribute less than four hours per week to environmental activities. Only 15 percent contribute more than 17 hours per week. However, most volunteers (58 percent) say that they work on a regular basis during most of the year.

Growth in both the total membership and the active membership of San Francisco groups has been very high in the last two years and is comparable to membership growth in the rest of the country. Fifty-eight percent of the groups say that they have experienced at least some growth in active members, while 27 percent say that active participation has remained steady.

Several leaders stated that to become involved in the environmental movement is to become involved in politics. This appears to be the case among San Francisco environmentalists. Even leaders of environmental organizations with a traditional focus on community service and beautification projects are very politically oriented. The whole range of environmental activity in this area seems geared toward political change. For example, one girl scout troop leader mentioned a litter pick-up campaign that her troop would be conducting on Point Pinole. The preservation of Point Pinole, an open

space area on the Bay, has been the goal of community action groups for several years. The girl scouts will be participating in the drive to save Point Pinole by focusing attention on the Point, as well as by cleaning up the beach.

The methods used most frequently by the groups in our survey are political/social change methods. In this context, 50 percent or more of the groups are involved in information dissemination, public education, letter writing, publicity, participation in hearings, and public meetings and discussions. More than one-third of the groups say that they put informal pressure on leaders as a way of meeting their goals.

As mentioned previously, a small core of some 100 to 150 individuals is at the forefront of most environmental battles in the San Francisco area. They belong to a number of organizations, and can usually be counted upon to rally at each crisis. Members of this core worry that they spend too much time talking to one another instead of communicating with the broader public. As a result, there are two potential dangers: there is not enough emphasis on broadening the base of the environmental movement; and the leaders reinforce one another's viewpoints in ways that make them feel they have all the answers. Excessive intercommunication may foster the illusion that a problem has been solved.

San Francisco environmentalists expressed concern about broadening the scope of the movement to make it relevant to minority groups and to labor. Several groups have been

successful in involving minorities in environmental issues that directly affect such groups. Thus far no one has succeeded in involving labor. When environmentalists battle projects like a proposed bridge or a highrise, construction union members are told that if environmentalists are successful the workers will lose their jobs. Environmental leaders maintain that in the case of the bridge crossing, at least, labor is being sold a bill of goods. The alternative to a third bridge crossing is more rapid transit, which would create an equal number of jobs. Environmentalists report little success in reaching laborers with their message.

The dearth of technical experts willing to volunteer, and lack of money to hire those who will work only for pay, was one of the major problems cited. Citizens have trouble trying to evaluate technical government reports. Several people found it ironic that there is plenty of government money available to write these reports, but no money to help citizens evaluate them.

A few leaders in the San Francisco area said that many volunteers do not have sufficient training and knowledge to work on certain environmental problems. These same people, however, expressed reluctance to take the time to train volunteers. They stated that they would rather do the job themselves than risk a new person botching it. This attitude was challenged by others who said that many people simply

don't recognize their abilities. They felt any risk was well worth taking, as it produces a knowledgeable, trained volunteer.

The two problem areas considered major by the largest number of groups surveyed were funding, and the need to broaden the membership base. Other problem areas considered major by over 30 percent of the groups were the unresponsiveness of government and business, recruiting volunteers, and leadership development.

San Francisco environmentalists appear unusually conscious of the role that environmental education will play in the future. Several leaders of activist groups are involved in bringing environmental education to the schools. We met with a number of people coordinating various types of voluntary environmental education projects. A major concern of those working in this area is the lack of coordination of education resources at the federal level. Many agencies now have an educational packet which they mail on request. Environmentalists suggested that someone should be given the responsibility for coordinating the selection of material according to educational level and other specific needs.

Continuing cooperation among environmental groups appears to be limited to informal exchanges of information. Most cooperating activities are ad hoc. In 1970-71, the major ad hoc coalition was AREA (Action for a Regional Environmental Agency), formed to support regional government for the San Francisco Bay Area. This year's coalition (1971-72) was formed to oppose the construction of the Southern Crossing.

The environmental movement in the San Francisco Bay Area appears to be somewhat fragmented. Groups seldom pool resources. During one interview, two groups discussed their need for a volunteer to observe various commissions and council meetings. There was discussion as to whether these groups would try to share the same volunteer, but the interviewer had the impression that they would not follow up on this idea. A powerful local chapter of the Sierra Club provides a number of services that it shares with other groups. It puts out a "Bay Alert" including calls for action by any of the environmental organizations. (This is a one-page bulletin that can be put out in twenty-four hours.) The Sierra Club also allows other organizations to utilize their "Hot Line" (chain phone call) alert system.

The Sierra Club dominates the environmental movement in San Francisco. Many of the environmental leaders we interviewed are active in the Sierra Club in addition to the organization with which they primarily identify. Some of those interviewed speculated that lack of interest in formal coordination among environment groups is fostered by an excessive reliance on the Sierra Club.

Some speculated that the traditional conservation organizations are the least interested in institutionalizing a coordinating structure. One person noted that these groups have well-established ways of doing things, and a reasonably good track record. Leaders of these groups are entrenched and feel that they are very much on top of things. Many of those who expressed negative feelings about any kind of formal

cooperation are members of the Sierra Club, as well as of other organizations. This may partially account for their feelings that informal cooperation is all that is necessary as they see one another frequently at meetings.

Several leaders of groups outside the umbrella of the Sierra Club felt a strong need for some sort of formal coordination. But they have not been able to interest many environmental leaders in their proposal.

Conflicts between strong personalities is also said to have inhibited coordination.

Cooperation between environmental groups in San Francisco and those in other parts of California is informal and sporadic. Coordination appears hampered by the size of the state, the diversity of environmental issues, and the enormous amount of environmental activity. Those interviewed said that it is hard enough to pull together the environmental movement in San Francisco, without trying to do so throughout the state.

Fifty-four percent of the groups in San Francisco said that they often cooperate with other non-governmental organizations on environmental issues. This compares to 41 percent nationally. Forty percent said that they occasionally cooperate with other non-governmental organizations.

Only 9 percent of the organizations surveyed said that they frequently cooperated with other non-governmental organizations on the basis of formal written agreements regarding policy and programs. Only 6 percent said that they

frequently had formal joint budgetary arrangements. Twenty-six percent said that they frequently engage in formal joint projects. The most usual types of cooperation are the most informal levels, such as informal communication with other organizations, and informal working together on issues.

TABLE 29

Profile of Environmental Volunteers in San Francisco
Metropolitan Area, California
(N = Number of Respondents)

	% of Respondents in S. Fran. (N= 92)	% of Respondents Nationwide	% of S. Fran. Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	36	55	48
Female.....	64	45	51
<i>Age:</i>			
0-17.....	2	4	26 (10-24) ^a
18-24.....	12	9	....
25-29.....	12	9	8
30-39.....	22	24	13
40-49.....	18	21	13
50+.....	34	33	25
<i>Race/ethnic origin:</i>			
Caucasian/			
European.....	97	97	83.0
Latin American...	1	0	....
Negro/black			
African.....	0	1	11.0
American Indian..	1	0	0.3
Oriental Asian	0	0	5.0
<i>Marital status:</i>			
Married.....	70	77	44
Single.....	22	18	41
Widowed.....	4	3	7
Separated.....	1	1	2
Divorced.....	2	2	6
<i>Education:</i>			
Some high school	1	7	16
High school degree	3	11	33
Some college	31	22	17
College degree	21	21	9
Some graduate work	21	15	8 (4 yrs.college
Graduate degree	21	23	 or more)

TABLE 29 Continued

	% of Respondents in S. Fran. (N= 92)	% of Respondents Nationwide	% of S. Fran. Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	42	35	18
Manager/ administrator	8	8	9
Sales.....	0	2	8
Clerical office worker.....	6	3	23
Service.....	0	1	13
Agriculture...	0	3	0.5
Skilled labor/ craftsmen....	1	4	12
Labor/factory worker/ transportation	0	2	15
On welfare....	0	0	8
<i>Total family income:</i>			
Under \$4,999..	4	5	28
\$5,000 - \$9,999	16	17	26
\$10,000 - \$14,999	17	26	22
\$15,000 - \$19,999	22	23	17 (\$15,000-\$24,999)
\$20,000 - \$24,999	15	12	
\$25,000 or over	26	16	5
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	57	57	....
5-8 (full day)	19	20	....
9-12			
(1 1/2 day)..	8	6	....
13-16			
(2 days).....	1	5	....
17-24			
(3 days).....	9	5	....
25-32			
(4 days).....	3	2	....
33+			
(over 4 days)	3	5	....

TABLE 29 Continued

	% of Respondents in San Fran. (N= 92)	% of Respondents Nationwide	% of San Fran. Population (Census Bureau Statistics)
Primary voluntary environmental activities:			
Legal assistance/ litigation.....	13	8	....
Scientific/technical assistance.....	21	27	....
Accounting/fiscal..	6	5	....
Administration.....	29	30	....
Clerical/filing/ typing.....	30	18	....
Committee work.....	60	66	
Documentation/ library.....	17	15	....
Organization policy development.....	46	48	....
Publicity.....	47	50	....
Education.....	58	63	....
Information dissemination....	70	64	....
Helping prepare/ write legislation	13	15	....
Research.....	25	25	....
Fund raising.....	31	28	....
Lobbying	25	18	....
Informal pressure on officials	51	50	....
Boycotting/economic pressure.....	24	16	....
Letter writing.....	65	61	....
Participation in hearings.....	48	41	....
Public meetings, discussion,etc....	65	70	....
Field trips	51	50	....
Demonstration projects (recycling,etc.)	47	42	....
Evaluation	18	24	....
Physical improvement projects (clean up, planting, etc.)	32	53	....
Monitoring	20	12	....
Training/ orientation.....	26	22	....

TABLE 29 Continued

	% of Respondents in S. Fran. (N= 92)	% of Respondents Nationwide	% of S. Fran. Population (Census Bureau Statistics)
Recruitment.....	20	27	....
Placement and referral.....	8	7	....
Protest (or advocacy) demonstrations...	14	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 30

Profile of Environmental Organizations
in San Francisco, California

(N = Number of Respondents).

	% of Organizations in San Francisco (N= 36)	% of Organizations Nationwide
Have official members.....	78	88
Have only a mailing list.....	22	12
Membership (number of persons):		
Under 100.....	42	45
100-499.....	25	27
500+.....	33	29
Membership (number of groups):		
0-4.....	89	94
5-19.....	8	4
20+.....	3	2
Years environmentally active:		
0-2.....	25	26
3-5.....	44	29
6-9.....	6	9
10+.....	25	36
Staff:		
None.....	36	36
All volunteer.....	14	3
Some paid.....	39	23
All paid.....	11	10
Amount of organization's work done by volunteers:		
Under 25%.....	8	7
26-50%.....	6	6
51-75%.....	14	6
76+.....	72	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 30

Continued

	% of Organizations in San Francisco (N= 36)	% of Organizations Nationwide
Decisions made by:		
Chief officer only.....	8	3
Full-time staff.....	0	3
Executive board.....	47	47
Active members only.....	36	21
Vote by all members.....	8	25
Location of central quarters:		
Private home.....	33	37
Shared office space.....	28	30
Private office space.....	36	28
Total annual budget:		
Under \$500.....	27	30
\$500 - \$1,000.....	0	12
\$1,001 - \$2,000.....	27	12
\$2,001 - \$6,000.....	9	13
\$6,001 - \$15,000.....	9	7
\$15,001 - \$25,000.....	0	4
\$25,001 - \$50,000.....	15	8
\$50,001 - \$500,000.....	9	10
Over \$500,000.....	3	
Source of Revenue: ^a		
Memberships.....	49	57
Foundations/private grants.....	11	8
Individual donations.....	31	24
Corporate contributions.....	6	5
Government.....	8	7
Other ^b	31	30
Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
Sales, fees, subscriptions, etc.		

TABLE 30

Continued

	% of Organizations in San Francisco. (N= 36)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	36	33
Nonprofit, tax-exempt.....	33	38
Other.....	30	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	33	34
Municipality.....	53	35
County.....	44	34
Several counties or towns.....	25	17
Metropolitan area.....	44	21
Watershed.....	17	20
State.....	25	35
Regional (two or more states).....	0	9
National.....	8	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	27	14
55 - 100%.....	12	8
25 - 54%.....	12	11
1 - 25%.....	6	29
Membership steady.....	27	24
Some decline (under 10%).....	9	8
Significant decline (10-30%).....	6	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	15	11
55 - 100% increase.....	9	49
25 - 54% increase.....	9	13
1 - 25% increase.....	24	26
Participation steady.....	33	36
Some decline (under 10%).....	3	3
Significant decline (10-30%).....	3	2
Substantial decline (over 30%).....	3	1

TABLE

30

Continued

	% of Organizations in San Francisco (N= 36)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	18	17
Informal pressure on leaders.....	40	35
Litigation.....	26	7
Information dissemination.....	91	65
Public education.....	77	67
Research.....	44	22
Protests and demonstrations.....	11	2
Economic pressure/boycotts.....	6	1
Letter writing.....	60	56
Publicity.....	66	51
Urging alternative life styles.....	17	7
Participating in hearings.....	54	46
Helping research/write legislation.....	26	19
Public meetings/discussion.....	54	51
<i>Community service methods:^a</i>		
Public education.....	60	61
School programs	23	32
Recycling/demonstration projects.....	20	23
Beautification.....	26	23
Studies/surveys.....	37	26
Monitoring.....	29	15
Public meetings/discussions.....	49	49
<i>Issues: ^a</i>		
Air quality.....	36	27
Beautification.....	19	20
Economic growth and development.....	31	10
Economic priorities.....	28	7
Energy.....	8	13
Facility siting.....	17	13
Fisheries.....	6	17

TABLE 30 Continued

	% of Organizations in San Francisco (N= 36)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	17	22
Governmental organization.....	11	11
Health and safety.....	17	16
Highways.....	19	14
Landuse control.....	50	34
Landuse planning.....	53	37
Mining.....	0	12
Natural or wild area preservation.....	47	45
Noise.....	17	7
Outdoor recreation.....	33	34
Parks.....	50	29
Pesticides.....	22	19
Petroleum development.....	17	7
Population.....	33	16
Rat/pest control.....	6	3
Sanitation.....	14	13
Soil conservation.....	14	26
Solid waste/recycling.....	33	30
Public transportation.....	28	11
Water management.....	28	30
Water quality.....	36	38
Wetlands.....	28	23
Wildlife.....	19	34
<i>Problems:</i>		
Lack of intergroup coordination of environmental activity.....	9	19
Better evaluation of group's effectiveness and impact.....	18	15
Lack of contact with other environmentally interested groups.....	18	14
IRS tax laws.....	3	10
Funding.....	45	49

TABLE 30 *Continued*

	% of Organizations in San Francisco (N= 36)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	24	24
Inadequate information service on environmental issues.....	12	12
Inadequate information on organizing environmental activity.....	9	12
Unresponsiveness of government.....	36	29
Unresponsiveness of business.....	36	28
Lack of legal assistance.....	18	11
Lack of technical advice.....	9	9
Lack of staff/membership expertise.....	15	20
Need to broaden the membership base.....	45	41
Training volunteers.....	15	18
Utilizing volunteers.....	24	20
Recruiting volunteers.....	42	35
Leadership development.....	33	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	6	9
Occasionally.....	40	47
Often.....	54	41

Small Communities

Durango, Colorado:

Durango is a small town (population 10,333) in the heart of the Rocky Mountains. It is the site of much environmental activity.

The important coalescing issue is air pollution from the Four Corners Power Plants. Two other major issues have been the Forest Service's Roadless Area Inventory, and local planning. Environmentalists here have also been involved in wilderness preservation and transportation problems.

Many environmental issues are complicated by the small size and remoteness of Durango. For example, groups trying to deal with the air pollution caused by automobiles find that mass transit is not an economically viable alternative.

As in other areas of the country, lack of volunteer manpower is a major difficulty. In each of the organizations interviewed, a relatively small portion of the membership does the work. Some of the groups appear to be virtually one-man shows, although they draw on a lot of latent community support.

Volunteer leaders find steady participation by members difficult to maintain. Some of the most able workers have joined several different groups and divide their time and talents. Competition for able volunteers has resulted.

Another major problem mentioned by Durango leaders is the amount of time they must devote to their cause. They noted a

need for developing new leadership, so that the old leadership doesn't burn out from overwork.

Obtaining funds to do the job well is very difficult. Environmentalists stressed the need for federal tax law reform.

Durango citizens are most interested in problems directly affecting them here and now. It is difficult to arouse concerted interest in potential problems that have not yet attained crisis proportions, such as: cloud seeding (Durango is the site of the largest cloud seeding experiment in the U.S.), coal gassification experiments, strip mining, radioactive tailings disposal, and subdivision growth.

Environmentalists are often discouraged by their lack of technical expertise. They rely heavily on the one technical expert available to them on the Four Corners Power Plant Issue.

In spite of the presence of Fort Lewis College, citizens feel there is a lack of technical resources upon which they can regularly draw. They don't know where to go to get help, and their distance from decision-making centers fosters ignorance on where to go to get information from federal agencies. Moreover, federal agencies add to the feeling of inadequacy. They discourage citizens from developing their own expertise by forestalling the participation of non-technical people in the hearing process. For example, a notice placed in a Denver paper by the AEC asked that those wishing to testify on a nuclear gassification experiment state their qualification for doing so.

Cooperation among environmental groups in the Durango area is informal and ad hoc. The San Juan Ecological Society has attempted to be a coordinating group. But this organization appears to have succeeded in developing a new autonomous organization, perhaps more potent than the old ones, rather than a coordinating unit. The San Juan Ecological Society does, however, make a concerted effort to maintain contact with other environmental organizations in both Durango and the rest of Colorado. Partially as a result of these efforts, communication among groups in Durango appears to be fairly regular and the environmental community is quite cohesive.

Cooperation among environmental groups in Durango and groups elsewhere in the state is sporadic. Regular communication is difficult to maintain because of the large distances involved. Durango groups do have some contact with the Colorado Open Space Coordinating Council (COSC), particularly now that COSC has a full-time lobbyist. They receive a regular legislative newsletter from COSC. Even contact with COSC is sporadic, however, as all COSC meetings are held in distant Denver.

Durango environmentalists feel that the rational environmental movement is also very fragmented. The suggestion was made that an "overall" group in Washington be formed to speak with authority for all environmental groups.

The small size of Durango meant that we were only able to identify seven environmentally concerned organizations. Although four groups returned the organizational questionnaire, and five

individuals returned the volunteer questionnaire, we feel that this is insufficient data on which to comment. Accordingly, we have, omitted questionnaire data from our report on Durango.

TABLE 31

Profile of Environmental Volunteers in Durango, Colorado
(N = Number of Respondents)

	% of Respondents in Durango (N = 5)	% of Respondents Nationwide	% of Durango Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	0	55	48
Female.....	100	45	52
<i>Age:</i>			
0-17.....	0	4	33 (10-24) ^a
18-24.....	0	9	....
25-29.....	0	9	5
30-39.....	60	24	9
40-49.....	20	21	10
50+.....	20	33	24
<i>Race/ethnic origin:</i>			
Caucasian/ European.....	100	98	97.23
Latin American...	0	0	....
Negro/black			
African.....	0	1	0.24
American Indian..	0	0	0.69
Oriental Asian	0	0	0.30
<i>Marital status:</i>			
Married.....	100	77	55
Single.....	0	18	31
Widowed.....	0	3	9
Separated.....	0	1	1
Divorced.....	0	2	3
<i>Education:</i>			
Some high school	0	7	19
High school degree	20	11	35
Some college	40	22	14
College degree	0	21	....
Some graduate work	20	15	14 (college degree
Graduate degree	20	23	 or more)

TABLE 31 Continued

	% of Respondents in Durango (N= 5)	% of Respondents Nationwide	% of Durango Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	20	35	19
Manager/ administrator	0	8	14
Sales.....	0	2	9
Clerical office worker.....	0	3	17
Service.....	0	1	18
Agriculture...	0	3	0.5
Skilled labor/ craftsmen....	0	4	8
Labor/factory worker/ transportation	0	2	14
On welfare....	0	0	7
<i>Total family income:</i>			
Under \$4,999..	0	5	23
\$5,000 - \$9,999	0	17	38
\$10,000 - \$14,999	40	26	24
\$15,000 - \$19,999	40	23	11 (\$15,000-\$24,999)
\$20,000 - \$24,999	0	12	....
\$25,000 or over	20	16	4
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	60	57	....
5-8 (full day)	20	20	....
9-12			
(1 1/2 day)..	0	6	....
13-16			
(2 days).....	0	5	....
17-24			
(3 days).....	0	5	....
25-32			
(4 days).....	0	2	....
33+			
(over 4 days)	20	5	....

TABLE 31 Continued

	% of Respondents in Durango (N= 5)	% of Respondents Nationwide	% of Durango Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	0	8	....
Scientific/technical assistance.....	0	27	....
Accounting/fiscal..	0	5	....
Administration.....	0	30	....
Clerical/filing/ typing.....	40	18	....
Committee work.....	60	66	
Documentation/ library.....	0	15	....
Organization policy development.....	20	48	....
Publicity.....	80	50	....
Education.....	100	66	....
Information dissemination....	75	64	....
Helping prepare/ write legislation	0	15	....
Research.....	0	25	....
Fund raising.....	40	28	....
Lobbying	0	18	....
Informal pressure on officials	40	50	....
Boycotting/economic pressure.....	0	16	....
Letter writing.....	75	61	....
Participation in hearings.....	60	41	....
Public meetings, discussion, etc....	80	70	....
Field trips	40	50	....
Demonstration projects (recycling, etc.)	100	42	....
Evaluation	20	24	....
Physical improvement projects (clean up, planting, etc.)	75	53	....
Monitoring	0	12	....
Training/ orientation.....	0	22	....

TABLE 31 Continued

	% of Respondents in Durango (N= 5)	% of Respondents Nationwide	% of Durango Population (Census Bureau Statistics)
Recruitment.....	20	27	....
Placement and referral.....	0	7	....
Protest (or advocacy) demonstrations...	0	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 32

Profile of Environmental Organizations
in Durango, Colorado

(N = Number of Respondents)

	% of Organizations in Durango (N=4)	% of Organizations Nationwide
Have official members.....	75	88
Have only a mailing list.....	25	12
<i>Membership (number of persons):</i>		
Under 100.....	100	45
100-499.....	0	27
500+.....	0	29
<i>Membership (number of groups):</i>		
0-4.....	100	94
5-19.....	0	4
20+.....	0	2
<i>Years environmentally active:</i>		
0-2.....	25	26
3-5.....	50	29
6-9.....	0	9
10+.....	25	36
<i>Staff:</i>		
None.....	75	36
All volunteer.....	25	30
Some paid.....	0	23
All paid.....	0	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	0	7
26-50%.....	0	6
51-75%.....	0	6
76+.....	100	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 32

Continued

	% of Organizations in Durango (N=4)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	0	3
Executive board.....	50	47
Active members only.....	25	21
Vote by all members.....	25	25
<i>Location of central quarters:</i>		
Private home.....	100	37
Shared office space.....	0	30
Private office space.....	0	28
<i>Total annual budget:</i>		
Under \$500.....	100	30
\$500 - \$1,000.....	0	12
\$1,001 - \$2,000.....	0	12
\$2,001 - \$6,000.....	0	13
\$6,001 - \$15,000.....	0	7
\$15,001 - \$25,000.....	0	4
\$25,001 - \$50,000.....	0	8
\$50,001 - \$500,000.....	0	10
Over \$500,000.....	0	
<i>Source of Revenue:^a</i>		
Memberships.....	75	57
Foundations/private grants.....	0	8
Individual donations.....	0	24
Corporate contributions.....	0	5
Government.....	0	7
Other ^b	25	30
Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
Sales, fees, subscriptions, etc.		

TABLE 32 Continued

	% of Organizations in Durango (N=4)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	75	33
Nonprofit, tax-exempt.....	25	38
Other.....	0	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	0	34
Municipality.....	25	35
County.....	25	34
Several counties or towns.....	0	17
Metropolitan area.....	0	21
Watershed.....	50	20
State.....	25	25
Regional (two or more states).....	0	9
National.....	25	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	0	14
55 - 100%.....	0	8
25 - 54%.....	25	11
1 - 25%.....	0	29
Membership steady.....	25	24
Some decline (under 10%).....	25	8
Significant decline (10-30%).....	25	3
Substantial decline (over 30%).....	0	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	0	11
55 - 100% increase.....	0	9
25 - 54% increase.....	67	13
1 - 25% increase.....	0	25
Participation steady.....	33	36
Some decline (under 10%).....	0	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

TABLE 32

Continued

	% of Organizations in Durango (N=4)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	0	17
Informal pressure on leaders.....	50	35
Litigation.....	0	7
Information dissemination.....	75	65
Public education.....	50	67
Research.....	0	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	75	56
Publicity.....	75	51
Urging alternative life styles.....	25	7
Participating in hearings.....	50	46
Helping research/write legislation.....	0	19
Public meetings/discussion.....	50	51
<i>Community service methods:^a</i>		
Public education.....	50	61
School programs	50	32
Recycling/demonstration projects.....	25	23
Beautification.....	0	23
Studies/surveys.....	0	26
Monitoring.....	0	15
Public meetings/discussions.....	50	49
<i>Issues: ^a</i>		
Air quality.....	25	27
Beautification.....	25	20
Economic growth and development.....	0	10
Economic priorities.....	0	7
Energy.....	25	13
Facility siting.....	25	13
Fisheries.....	25	17

TABLE ³² Continued

	% of Organizations in Durango (N=4)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	25	22
Governmental organization.....	0	11
Health and safety.....	25	16
Highways.....	0	14
Landuse control.....	25	34
Landuse planning.....	25	37
Mining.....	0	12
Natural or wild area preservation.....	25	45
Noise.....	0	7
Outdoor recreation.....	0	34
Parks.....	0	29
Pesticides.....	0	19
Petroleum development.....	25	7
Population.....	0	16
Rat/pest control.....	0	3
Sanitation.....	50	13
Soil conservation.....	25	26
Solid waste/recycling.....	25	30
Public transportation.....	0	10
Water management.....	25	30
Water quality.....	25	38
Wetlands.....	0	23
Wildlife.....	25	34
<i>Problems:a</i>		
Lack of intergroup coordination of environmental activity.....	0	19
Better evaluation of group's effectiveness and impact.....	33	15
Lack of contact with other environmentally interested groups.....	0	14
IRS tax laws.....	0	10
Funding.....	33	44

TABLE 32

Continued

	% of Organizations in Durango (N= 4)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	67	24
Inadequate information service on environmental issues.....	33	12
Inadequate information on organizing environmental activity.....	33	12
Unresponsiveness of government.....	67	29
Unresponsiveness of business.....	67	28
Lack of legal assistance.....	33	11
Lack of technical advice.....	0	9
Lack of staff/membership expertise.....	0	20
Need to broaden the membership base.....	67	41
Training volunteers.....	33	18
Utilizing volunteers.....	33	20
Recruiting volunteers.....	100	35
Leadership development.....	33	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	0	9
Occasionally.....	33	47
Often.....	67	41

Amherst, Massachusetts:

The town of Amherst was selected as part of our interview sample because of its town conservation commission--an idea that is receiving growing national attention.

The concept of the conservation commission originated in Massachusetts in 1958, when the legislature passed a bill permitting any town government (Board of Selectmen, Mayor or City Council) to establish a conservation commission and select its members. The purpose of the commission would be to acquire, through purchase or gift, land for the restoration or preservation of natural areas and their resources and for the protection of the watershed resources of the town.

Whoever selects commission members has full discretion in the selection criteria. The membership may be all pro-conservation or all anti-conservation, or balanced. Many combinations exist.

There are currently over two hundred conservation commissions in Massachusetts alone, and the concept is taking hold in most of the other states in New England, and in New York, New Jersey and Pennsylvania as well.

Representatives of several Massachusetts conservation commissions were among those interviewed at Amherst. They all expressed their pleasure with the effectiveness and leadership their particular commission had shown in their community.

Representatives of Amherst citizen groups, however, do not agree that the conservation commissions have been doing a good job. In their opinion, the Amherst Conservation Commission

in particular is inadequately funded, is not actively seeking more funds, and accomplishes a lot less than it could. The Amherst Conservation Commission reportedly consists of three pro-development members (one member is said to have opposed every matter that has come to the attention of the commission) and three moderate members. The leader of the moderate group is recognized as the most influential commissioner. The environmental groups' representatives found the Amherst Conservation Commission's official policy of not acquiring land which can otherwise be developed the most objectionable aspect of its activities.

Conservation commission members agreed with only one of these charges. They admit that their biggest problem is funding. All conservation commissions are authorized to receive a good deal more than they get. Without money, the commissions cannot perform their basic function.

One representative of the Amherst Conservation Commission, a member of the moderate group, implied that it would be improper to seek more funding too strenuously. This same commission member complained that while citizen groups' activities are legal, they are often improper. He cited a case where one group took its battle to the courts. When it lost in the lower court, the group appealed to the superior court. The Conservation Commission representative felt this was not "playing the game by the rules."

The above conflict is one facet of what appears to be a severe split in the environmental community in Amherst. At

one extreme are the local groups; at the other are the semi-official voluntary committees and commissions. In between are local chapters of national organizations, which try to maintain good relations with both sides, despite the fact that neither side thinks too highly of them. Environmental volunteers with semiofficial status expressed a low regard for citizen groups on both the local and national level. Adjectives such as impetuous, ill-informed, polarizing influence, protectionist, etc., were applied to them. As could be expected, representatives of local environmental organizations have a unanimously poor opinion of their detractors. They call them ineffectual and utilitarian.

Some of the leaders of the local groups expressed doubts about several of the local chapters of national organizations. They said these chapters are infiltrated by representatives of some of the most offensive industries. These same leaders said, however, that they were willing to work with these chapters on a limited basis on issues of mutual concern.

The small number of questionnaire respondents in Amherst means that the data must be treated as being indicative only.

Sixty-seven percent of the groups in Amherst said that they only occasionally cooperate with other non-governmental organizations on environmental issues. None of the groups we surveyed are members of a formal coordinating council. Frequent cooperation among groups is high at the most informal levels, and almost non-existent at the more formal levels.

Lack of money is a big problem for many of the local organizations. They do not, however, regularly seek funding from outside sources. This appears to be due partly to inertia, partly to fear that they will be corrupted if they take money from an outside source.

All of the active citizen organizations noted that lack of funds has created a severe problem in obtaining legal assistance. One single-issue regional organization, which is deeply involved in a protracted series of hearings, has managed to pay a lawyer's expenses and a bit more. Other organizations have had to find free legal assistance, or go without.

Most group representatives also indicated a need for one to three full-time paid staff members. Several of the most active individuals have apparently made sacrifices for the last few years, so they could work full-time on environmental issues. These people appear to have reached the end of their resources. They indicated that they could keep going if they received some pay.

The problem areas considered major by over half of the group surveyed were the need to broaden the membership base, and recruiting volunteers. The only other problem area considered to be critical by more than one-third of the groups is funding.

Intimidation through threatened loss of jobs is a major problem, especially among college and university staff and faculty. One documented case was mentioned of a college professor who was fired for having been too active. Many felt that this sort pressure exists, and that it stems from administrators' fears of losing grants.

None of the individuals in our survey, however, said that job pressures are a serious risk of their involvement in the environmental movement.

Most environmental leaders in Amherst are active in more than one organization. This means that even in the absence of an umbrella organization there is a core group that cooperates in areas of mutual concern. Cooperation among groups in different towns or among the official bodies of the towns appears almost nonexistent. The only vehicles for cooperation are the regional and national organizations, with members in several communities.

The volunteers in our survey said that they speak with others involved in the environmental movement once a week or more and that they have one or more close friends who are also involved in the environmental movement.

The biggest environmental issue in Amherst revolves around the power plants on the Connecticut River. It was stated that, on weekends, power companies may completely stop the flow of the river (there are sixteen privately owned dams in Massachusetts alone). In this manner, the power companies have wiped out the salmon population in the river by preventing Atlantic salmon, and other anadromous fish, from returning to their spawning grounds. Apparently, none of the power companies dispute this. They simply ignore the environmentalists.

The issues mentioned for priority attention by at least half of the groups in our survey are land use control, and planning, solid waste/recycling, and wetlands. Other issues receiving priority attention from more than one-third of the groups are: energy; facility siting; natural or wild area preservation; population; public transportation; water management; and wildlife.

TABLE 33

Profile of Environmental Volunteers in Amherst, Massachusetts
(N = Number of Respondents)

	% of Respondents in Amherst (N = 10)	% of Respondents Nationwide	% of Amherst Population (Census Bureau Statistics)
<i>Sex:</i>			
Male.....	70	55	53
Female.....	30	45	47
<i>Age:</i>			
0-17.....	0	4	61 (10-24) ^a
18-24.....	0	9	....
25-29.....	10	9	7
30-39.....	30		7
40-49.....	30	21	5
50+.....	30	33	10
<i>Race/ethnic origin:</i>			
Caucasian/			
European.....	90	98	96
Latin American...	0	0	....
Negro/black			
African.....	0	1	2
American Indian..	10	0	0.06
Oriental Asian	0	0	1
<i>Marital status:</i>			
Married.....	90	77	29
Single.....	0	18	66
Widowed.....	0	3	3
Separated.....	10	1	0.5
Divorced.....	0	2	1
<i>Education:</i>			
Some high school	0	7	9
High school degree	0	11	21
Some college	0	22	4
College degree	22	21	....
Some graduate work	0	15	48 (college degree
Graduate degree	78	23	 or more)

TABLE 33 Continued

	% of Respondents in Amherst (N= 10)	% of Respondents Nationwide	% of Amherst Population (Census Bureau Statistics)
<i>Occupation:</i>			
Professional/ Scientific/ Technical			
Academic.....	60	35	35
Manager/ administrator	0	8	6
Sales.....	0	2	5
Clerical office worker.....	0	3	18
Service.....	0	1	20
Agriculture...	0	3	2
Skilled labor/ craftsmen....	10	4	5
Labor/factory worker/ transportation	0	2	8
On welfare....	0	0	2
<i>Total family income:</i>			
Under \$4,999..	0	5	14
\$5,000 - \$9,999	0	17	27
\$10,000 - \$14,999	30	26	26
\$15,000 - \$19,999	30	23	22 (\$15,000-\$24,999)
\$20,000 - \$24,999	10	12	....
\$25,000 or over	30	16	11
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	80	57	....
5-8 (full day)	10	20	....
9-12			
(1 1/2 day)..	0	6	....
13-16			
(2 days).....	0	5	....
17-24			
(3 days).....	10	5	....
25-32			
(4 days).....	0	2	....
33+			
(over 4 days)	0	5	....

TABLE 33 *Continued*

	% of Respondents in Amherst (N= 10)	% of Respondents Nationwide	% of Amherst Population (Census Bureau Statistics)
<i>Primary voluntary environmental activities:</i>			
Legal assistance/ litigation.....	0	8	....
Scientific/technical assistance.....	57	27	....
Accounting/fiscal..	0	5	....
Administration.....	29	30	....
Clerical/filing/ typing.....	0	18	....
Committee work.....	87	66	
Documentation/ library.....	17	15	....
Organization policy development.....	67	48	....
Publicity.....	29	50	....
Education.....	71	63	....
Information dissemination....	40	64	....
Helping prepare/ write legislation	33	15	....
Research.....	57	25	....
Fund raising.....	17	28	....
Lobbying	0	18	....
Informal pressure on officials	56	50	....
Boycotting/economic pressure.....	0	16	....
Letter writing.....	43	61	....
Participation in hearings.....	57	41	....
Public meetings, discussion,etc....	83	70	....
Field trips	43	50	....
Demonstration projects (recycling,etc.)	14	42	....
Evaluation	33	24	....
Physical improvement projects (clean up, planting,etc.)	25	53	....
Monitoring	0	12	....
Training/ orientation.....	0	22	....

TABLE 33 *Continued*

	% of Respondents in Amherst (N= 10)	% of Respondents Nationwide	% of Amherst Population (Census Bureau Statistics)
Recruitment.....	0	27	....
Placement and referral.....	0	7	....
Protest (or advocacy) demonstrations...	14	7	....

^a When Census Bureau categories did not precisely match ours, the Bureau's categories are indicated in parentheses.

TABLE 34

Profile of Environmental Organizations
in Amherst, Massachusetts
(N = Number of Respondents)

	% of Organizations in Amherst (N= 8)	% of Organizations Nationwide
Have official members.....	88	88
Have only a mailing list.....	13	12
<i>Membership (number of persons):</i>		
Under 100.....	63	45
100-499.....	38	27
500+.....	0	29
<i>Membership (number of groups):</i>		
0-4.....	100	94
5-19.....	0	4
20+.....	0	2
<i>Years environmentally active:</i>		
0-2.....	62	26
3-5.....	37	29
6-9.....	0	9
10+.....	0	36
<i>Staff:</i>		
None.....	62	36
All volunteer.....	25	30
Some paid.....	12	23
All paid.....	0	10
<i>Amount of organization's work done by volunteers:</i>		
Under 25%.....	0	7
26-50%.....	0	6
51-75%.....	0	6
76+.....	100	81

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 34

Continued

	% of Organizations in Amherst (N= 8)	% of Organizations Nationwide
<i>Decisions made by:</i>		
Chief officer only.....	0	3
Full-time staff.....	0	3
Executive board.....	62	47
Active members only.....	0	21
Vote by all members.....	37	25
<i>Location of central quarters:</i>		
Private home.....	75	37
Shared office space.....	12	30
Private office space.....	12	28
<i>Total annual budget:</i>		
Under \$500.....	29	30
\$500 - \$1,000.....	29	12
\$1,001 - \$2,000.....	0	12
\$2,001 - \$6,000.....	29	13
\$6,001 - \$15,000.....	14	7
\$15,001 - \$25,000.....	0	4
\$25,001 - \$50,000.....	0	8
\$50,001 - \$500,000.....	0	10
Over \$500,000.....	0	
<i>Source of Revenue:^a</i>		
Memberships.....	37	57
Foundations/private grants.....	25	8
Individual donations.....	62	24
Corporate contributions.....	0	5
Government.....	0	7
Other ^b	0	30
^a Percentages listed represent <u>primary or major</u> characteristics of organizations only.		
^b Sales, fees, subscriptions, etc.		

TABLE 34 Continued

	% of Organizations in Amherst (N=8)	% of Organizations Nationwide
<i>Federal tax status:</i>		
Nonprofit, not tax-exempt.....	14	33
Nonprofit, tax-exempt.....	14	38
Other.....	71	29
<i>Geographic scope of activities:^a</i>		
Neighborhood.....	14	34
Municipality.....	29	35
County.....	0	34
Several counties or towns.....	43	17
Metropolitan area.....	0	21
Watershed.....	14	20
State.....	29	35
Regional (two or more states).....	17	9
National.....	29	11
<i>General growth rate of total organization since 1 January 1970:</i>		
Over 100%.....	29	14
55 - 100%.....	14	8
25 - 54%.....	14	11
1 - 25%.....	0	29
Membership steady.....	14	24
Some decline (under 10%).....	0	8
Significant decline (10-30%).....	0	3
Substantial decline (over 30%).....	29	2
<i>General growth rate of active members:</i>		
Over 100% increase.....	14	11
55 - 100% increase.....	14	9
25 - 54% increase.....	14	13
1 - 25% increase.....	0	26
Participation steady.....	57	36
Some decline (under 10%).....	0	3
Significant decline (10-30%).....	0	2
Substantial decline (over 30%).....	0	1

TABLE

34

Continued

	% of Organizations in Amherst (N= 8)	% of Organizations Nationwide
<i>Political/social change methods:^a</i>		
Lobbying.....	0	17
Informal pressure on leaders.....	12	35
Litigation.....	0	7
Information dissemination.....	50	65
Public education.....	75	67
Research.....	25	22
Protests and demonstrations.....	0	2
Economic pressure/boycotts.....	0	1
Letter writing.....	62	56
Publicity.....	37	51
Urging alternative life styles.....	25	7
Participating in hearings.....	62	46
Helping research/write legislation.....	12	19
Public meetings/discussion.....	62	51
<i>Community service methods:^a</i>		
Public education.....	83	61
School programs	33	32
Recycling/demonstration projects.....	33	23
Beautification.....	0	23
Studies/surveys.....	33	26
Monitoring.....	17	15
Public meetings/discussions.....	50	49
<i>Issues: ^a</i>		
Air quality.....	12	27
Beautification.....	0	20
Economic growth and development.....	25	10
Economic priorities.....	25	7
Energy.....	37	13
Facility siting.....	27	13
Fisheries.....	25	17

TABLE 34 Continued

	% of Organizations in Amherst (N=8)	% of Organizations Nationwide
<i>Issues: (cont'd)</i>		
Forestry.....	25	22
Governmental organization.....	25	11
Health and safety.....	12	16
Highways.....	12	14
Landuse control.....	62	34
Landuse planning.....	62	37
Mining.....	2	12
Natural or wild area preservation.....	37	45
Noise.....	12	7
Outdoor recreation.....	25	34
Parks.....	25	29
Pesticides.....	12	19
Petroleum development.....	0	7
Population.....	37	16
Rat/pest control.....	0	3
Sanitation.....	12	13
Soil conservation.....	25	26
Solid waste/recycling.....	62	30
Public transportation.....	37	10
Water management.....	37	30
Water quality.....	12	38
Wetlands.....	50	23
Wildlife.....	37	34
<i>Problems:^a</i>		
Lack of intergroup coordination of environmental activity.....	17	19
Better evaluation of group's effectiveness and impact.....	17	15
Lack of contact with other environmentally interested groups.....	0	14
IRS tax laws.....	0	10
Funding.....	43	44

TABLE 34 Continued

	% of Organizations in Amherst (N=8)	% of Organizations Nationwide
<i>Problems: (cont'd)</i>		
Physical Needs (clerical help, equipment, office space, etc.).....	29	24
Inadequate information service on environmental issues.....	14	12
Inadequate information on organizing environmental activity.....	0	12
Unresponsiveness of government.....	0	29
Unresponsiveness of business.....	0	28
Lack of legal assistance.....	14	11
Lack of technical advice.....	0	9
Lack of staff/membership expertise.....	0	20
Need to broaden the membership base.....	57	41
Training volunteers.....	0	18
Utilizing volunteers.....	29	20
Recruiting volunteers.....	71	35
Leadership development.....	29	29
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>		
Never.....	0	3
Rarely.....	0	9
Occasionally.....	67	47
Often.....	33	41

INDEPENDENT SERVICES TO CITIZEN GROUPS

In both EPA regions chosen for intensive study, private environmental information services played a key role in citizen group cooperation and coordination. We had direct contact with four such information services:

- The Rocky Mountain Center on Environment (in Denver, Colorado) serves eight Rocky Mountain states.
- The Environmental Planning and Information Center (EPIC) (in Philadelphia, Pennsylvania) serves Pennsylvania environmental groups.
- The Central Atlantic Environment Service (in Washington, D. C.) serves the District of Columbia, Maryland, Virginia and Delaware.
- The Mid-Appalachian Environment Service (in Charleston, West Virginia) serves all, or portions of, four Appalachian states.

Financial support for these services comes from a variety of sources, including national and community foundations, individuals, and corporations.

These services provide the following:

- regular information on local and national environmental issues (all four publish a monthly newsletter);
- staff support and information for environmental workshops;
- research on specific environmental issues;

- legislative analysis and reporting;
- clerical, technical and other staff support, with priority often given to coalitions of groups;
- liaison between government agencies and citizen groups;
- referral service to put environmentally concerned citizens in touch with the correct government agency or specialist willing to volunteer his time.

In most instances, the citizens we interviewed credited the local information service with helping one or more local or state coordinating councils succeed. In this role, the centers provide:

- a meeting ground for diverse environmentally-concerned groups;
- staff to maintain regular communication among groups.

When an information service is consistently praised, it generally:

- receives little or no industrial or governmental financial support--citizens therefore feel the information services are independent of special interests. (Here the services face a real dilemma as financing from fully independent sources prove consistently difficult to come by.)
- is truly service-oriented and rarely, if ever, takes independent positions on a controversial issue--tries to honestly report all sides (this appears

a mixed blessing as some call such organizations "wishy washy");

-- has a staff that is deeply, personally involved in the environmental movement--for this reason the services it provides are trusted.

When a local information service was criticized, it was usually for one of two reasons:

- The organization was thought to receive substantial industrial support, and thus its views were suspect.
- Or the staff of the service seem remote from the citizen organizations, and not "one of them."

Even the critics of the information services make substantial use of the help offered. The directors of information services receiving industrial support feel that such support has been invaluable, and has in no way affected the independence of the service.

Despite criticisms, most of those interviewed agree that the centers provide a lot of information and are a tremendous coalescing force for local environmental organizations.

INNER CITY INVOLVEMENT IN ENVIRONMENTAL ISSUES ^a

The term "inner city" is a euphemism. It can mean poor, black, ghetto, or urban core. When we use the term in this report, we are referring to the members of racial minority groups who live in an urban core. They may represent a variety of income levels.

The environmental movement today is largely a white middle class movement. Of the 1,468 individuals responding to our "questionnaire for the environmental volunteer," 98 percent listed themselves as Caucasian/European. The two largest occupational categories were professional (21 percent) and housewife (24 percent). Forty-eight percent were white-collar workers. Twenty-two percent had a total family income under \$10,000. Half (50 percent) had total family incomes of from \$10,000 to under \$20,000. [Census Bureau statistics released 18 July 1972 said that over half the families in the country had incomes over \$10,000.] The remainder had incomes over \$20,000, with 16 percent listing total family incomes of \$25,000 and above. [Census Bureau statistics for the nation say that 4.7 percent of all American families have incomes of between \$25,000 and \$50,000, while 0.6 percent have incomes of over \$50,000.]

The leaders of the environmental movement are quite aware of the thus far narrow (in terms of race and income) appeal of environmental issues.

^a The statistics quoted come from the two questionnaires mailed as part of our survey. Where more than one answer was possible, percentages will add up to more than 100.

The educational levels of persons active in the environmental movement are also unusually high. Eight-one percent of those in our survey have had at least some college. Twenty-one percent said they have a college degree; 15 percent have completed some graduate work; 23 percent have a graduate degree.

Next to funding, the chief problem listed by groups responding to the organizational questionnaire was "need to broaden the membership base." (Recruitment and training of volunteers were also listed as alternatives.) Sixty percent of the respondents listed this as a problem, while over half of these (36 percent) listed this as a major problem. For groups falling into the environment/conservation category, the numbers are substantially higher (there were fifteen other categories of environmentally concerned organizations). Fifty percent of these felt that a need to broaden the membership is a major problem, as compared to 28 percent of the groups that are not primarily environment/conservation groups.

When we began the environmental research project we suspected that we would not find many environmental activists in the inner cities. But inner city dwellers pay the biggest price for a sick environment, and are therefore the people whose efforts to improve their environment deserve the most understanding and support.

We sought answers to three basic questions: (1) When inner city involvement does occur, why? (2) Where it does not occur, why not? (3) Is there likely to be more or less inner city involvement in the future?

When does inner city involvement in environmental issues occur?

-- A report prepared for the Environmental Project by
Garvey Associates (Mark Battle) says that to ghetto

dwellers the five principle environmental problems are (in the order of their priority):

1. solid waste disposal
2. pest control
3. air pollution
4. water pollution
5. noise levels

(The full text of the Battle report appears in appendix .)

- Our own investigations lead us to question the ranking of the above concerns and would add mass transit, highways, lead poisoning, housing and urban open space and recreation. When an environmental issue touches the immediate concerns of an inner city community, inner city involvement may ensue. Involvement in a specific issue may lead to an increased awareness of the interrelatedness of many issues.
- In the San Francisco Bay Area, the Save Point Pinole committee (of the local Sierra Club chapter) has had substantial support from minority group members. Point Pinole is undeveloped land immediately adjacent to a minority community. Minority participants in the Point Pinole committee need this land as a recreation area for their children.
- In Washington, D. C., an integrated community group is involved in transportation planning (the Emergency Committee on the Transportation Crisis). The group

began as an anti-freeway force when a highway threatened to destroy their homes. They now work with environmentalists on land use planning (urban renewal), air pollution , and alternative forms of transportation.

-- In St. Louis, Missouri, Black Survival, Inc., was formed several months before Earth Day in 1970. To our knowledge, it is the only black group in the country that lists the environment as its major concern. The group has been involved in a variety of urban environmental issues. Black Survival, Inc., works with traditional environmental groups on issues like air pollution. At the same time, they try to enlist other environmental and urban groups to work with them on urban environmental issues.

The Battle report finds that there is a direct correlation between an inner city resident's involvement in environmental activities and his economic and educational status. The higher his income and educational level, the more likely he is to be environmentally active. In addition, mothers concerned about the health effects of lead poisoning and air pollution on their children may become involved. And older, stable organizations, like church groups, may work on issues of immediate concern to their members (i.e., trash pickup and rodent control).

When does inner city involvement in environmental issues not occur?

There is very little information available on the whole

issue of inner city involvement, and even less on this particular question. The racial segregation of many of our cities--with non-whites living in the hole of the doughnut--isolates inner city residents from most environmental groups and isolates the groups quite artificially from the needs and concerns of inner city dwellers. Because inner city dwellers are generally not members of groups with primary environmental concern, the opportunity for education through involvement is frequently lost.

Most voluntary environmental organizations are organized on a community scale. When respondents were asked to describe the geographic scope of their organization, the areas with the largest amount of primary involvement were (in descending order) neighborhood, municipality, county, and state. We can conclude that while most environmental groups are involved in local issues, many are also concerned with statewide issues. Even most statewide groups have their roots in (suburban) community organizations, so there is little chance for interaction with inner city dwellers.

Most environmentally concerned organizations show little interest in the issues of most importance to the inner city resident and vice versa.

Respondents to our organizational questionnaire said that they placed the least amount of emphasis on four areas that are of special interest to inner city dwellers: sanitation (13 percent considered this a primary focus); rat/pest control (3 percent); highways (14 percent); noise (7 percent); and economic priorities (7 percent).

The major interest of our sample is natural or wild area

preservation (45 percent). Other areas of great interest to environmental groups are: wildlife (34 percent); water quality (38 percent); outdoor recreation (34 percent); land use planning (37 percent); and land use control (34 percent).

The above emphases can bring environmental groups into direct conflict with inner city dwellers. For example, land use planning and land use control can mean fighting high-density, low-income housing. It can also mean trying to halt growth in a county until public services, like sewage treatment, catch up with population. Inner city dwellers usually place a higher priority on being able to move out of the city or at least move into better housing than they place on environmental protection.

The Battle report suggests several other reasons for lack of inner city involvement in environmental issues.

- Some militant black groups view the environmental movement as a cop-out, as a dangerous attempt to redirect the concerns of Americans away from the important problems of civil rights, poverty, etc..

- Some of the minority/ethnic groups find language barriers a severe problem.

Battle also notes that "volunteerism" frequently has a traditional paternalistic connotation for many inner city residents. Those who do volunteer do not see themselves as volunteers, but as unpaid workers, citizens, and activists. (The St. Louis group mentioned earlier, Black Survival, Inc., became organized because of a feeling that the greatest progress toward social reform is

accomplished by volunteers.)

It is interesting to note that the SPARE program (chapter 5) was received with enthusiasm by many of the inner city youths who were asked to participate. They were given stipends for their efforts and not asked to donate time that they could not afford to donate.

Some other reasons for the lack of inner city involvement in environmental issues are fairly obvious sociological ones. Volunteer movements are generally composed of those in the middle income brackets.

For the eight million poor living in the urban core, volunteerism in any form is virtually impossible. A person working two jobs to keep a family together has neither the time nor the energy to devote to something not directly related to income, housing, etc.. As the Battle report put it:

No, the inner city resident is not interested in environmental issues, where the primary appeal is to the salvation of the society some distance from his immediate life space either vertically or horizontally.

In many instances, inner city dwellers have had no exposure to some issues of great importance to environment groups. For example, they may never have seen a wilderness area. While they may be concerned about the health standards of their drinking water, they may have little concern about the advisability of swimming in the river that runs through their town. Many inner city dwellers in Washington, D. C. have probably never had the opportunity to swim except in a swimming pool. They may have no idea that they have any right to expect to swim in the Potomac River.

Poor people are also likely to have a negative reaction to environmentalists' talk of a no-growth economy. When a poor person hears an environmentalist say that we must cut back our standard of living, he is likely to object strenuously. He hasn't yet reached the standard of living that the environmentalists talk of giving up. If he doesn't have a job, the mention of a "no-growth" economy may make him angry. He will assume that his job situation cannot possibly improve if the economy doesn't grow.

Is Inner City Involvement Likely to Increase?

Some leaders of both the environmental movement and poverty groups are beginning to suggest that success in both of their areas will be advanced by cooperation, not competition, and that the poor are the worst victims of environmental degradation. The traditional definition of "environment" is being expanded by some persons to include issues like rat control, lead paint removal, housing, sanitation, and urban recreation.

In a recent article in the Sierra Club Bulletin, "Minorities and Conservation," Thomas Bradley (a black Los Angeles city councilman) said:

But it is not enough to understand why the ethnic minorities and the poor are wary about the conservation movement. It is important that we realize that the battle against environment pollution and the battle against poverty and racial discrimination are not mutually exclusive. Far from it: both involve a concern for preserving and bettering the opportunities for every human being to fulfill himself. Americans ought to be able to lick social pollution and environmental pollution. Perhaps

only by doing both can we achieve either. And that suggests the need for a broad-based coalition of both conservationists and minorities to fight simultaneously for mutual objectives.

According to the October 1971 issue of Psychology Today, a delegate at a Black Power conference in 1968 replied bluntly to separatist arguments:

Don't buy this bullshit that just because you might want some clean air and green grass for your kids, that makes you an imitation white man. Dig it, we ain't no more native to the ghetto than the white man is native to America--fact is if it weren't for him we'd be back in Africa where we'd have more fresh air, open space and green grass than anyone in the world.

One of the most hopeful developments in the area of urban-environmental cooperation is the recent formation of the Urban Environmental Conference. This conference was suggested by Senator Philip Hart, chairman of the Commerce Committee's Subcommittee on Environment, as a way to find mutual areas of interest in housing problems.

The conference is made up of such disparate groups as the Urban League, National Welfare Rights Organization, National Tenants Association, Black Survival, Inc., Sierra Club, Friends of the Earth, Environmental Policy Center, United Auto Workers, etc.. The conference has divided itself into three standing committees which reflect areas of mutual concern: housing, transportation, and environmental blackmail (threats to close factories because of the "high cost of pollution control").

The transportation committee has been the most active. Environmental groups and the National Welfare Rights Organization have joined in efforts to overhaul the national Highway Trust Fund.

The conference has been somewhat slow, however, in getting off the ground. It has just begun trying to reach grass roots organizations. The housing issue has been particularly difficult to deal with because of conflicting priorities between environmentalists and inner city leaders. (The housing committee is currently studying housing abandonment.)

The inner city is where the voluntary environmental movement faces its biggest challenge. It's pretty hard to get interested in volunteer work of any sort when one is holding down two jobs to make ends meet, can't sleep at night for the noise, nor breathe the air, not get to work without spending a fortune on transportation. Somehow, this cycle must be broken. The Urban Environmental Conference is a good beginning, but obviously not an adequate solution by itself.

A NATIONAL PROFILE OF THE ENVIRONMENTALLY CONCERNED ORGANIZATION^a

If you are an environmentally concerned organization, you most likely classify yourself as an environment/conservation organization. Most of the rest of you will classify yourselves as either educational or recreational organizations. Most of you will have an official membership, and the chances are that slightly less than half of you will have less than 100 members. The rest of you (55 percent) will be fairly evenly divided among those with memberships between 100 and 500, and over 500.

Half of you say that under one-third of your members actually participate in your groups' activities. Twenty-two percent say that between 33 and 66 percent of their members are active, and 27 percent say that over two-thirds of their groups' members are active. Although our statistics on the individual volunteer show that active members often contribute less than four hours per week. They also show that these few hours are contributed on a regular basis during most of the year. Thus a large number of people contributing small amounts of time may add up to a very active organization.

It is most likely that your organization has become environmentally active in the last five years. If not, your organization is probably an established one of 10 years or more.

Your organization probably has no staff or an all-volunteer staff. For the overwhelming majority of you, over 75 percent of the work of your organizations is performed by volunteers.

^a

All of the information in this section is derived from questionnaire data, and therefore does not appear in italics.

The central quarters of your groups are about equally as likely to be a private home, in shared office space, or in private office space.

There is an almost one-third chance that your total annual budget will be under \$500.00. More than half of you will have a budget of under \$2000. The largest single source of support for your organization is likely to be memberships. The second largest source will be individual donations. Contributions from traditional sources of private philanthropy such as foundations and corporations are very small. Those organizations with the lowest budgets are most likely to be primarily membership supported. Those groups with the highest budgets are most likely to rely principally on individual donations and government funds. The chances are almost even that your federal tax status will be either nonprofit and non-tax exempt, or nonprofit and tax exempt.

The area that your organizational unit is likely to be formed around is state, town or county only, or your group is likely to be a local affiliate of a state, regional or national organization. The geographic scope of involvement in environmental activities of your organization is: neighborhood, municipal, county, and state.

The growth of total members and active members in your organizations has been substantial since January 1, 1970. When our statistics are examined further we see that growth in total membership has been strongest in organizations classifying themselves as environment/conservation

organizations. There is no substantial variation among the different categories of organizations in growth in number of members actively working on environmental problems.

If you do not classify your organization as an environment/conservation organization, it is probable that less than 5 percent of the really active and committed members in your organization devote the greater part of their work within the organization to the environment. It is also probable that less than 5 percent of your total financial resources are spent on environmental activities.

The extent to which environmental organizations actively try to expand their base in the community is difficult to judge. Thirty-six percent of the organizations in our survey said that they frequently or very frequently have tried to involve others in the community in the activities of their organization in the last year; 43 percent said that they have occasionally tried to involve others. Translating this into numbers, we find that 45 percent of the organizations surveyed said that the number of persons outside their organization who they have at least occasionally involved in an environmental activity during the last year were ten or less. Another 27 percent have brought between eleven and fifty persons into an environmental project of their organization. Only 18 percent of the organizations have involved over 100 people outside of the organization.

The environmental issues to which your organization is

most likely to give priority attention are: land use control, land use planning, natural or wild area preservation, outdoor recreation, water quality, and wildlife. The single issue that receives the most attention nationally is natural or wild area preservation. Other issues receiving priority attention by a significant number of organizations are: air quality, parks, solid waste/recycling, and water management.

There are several variables in organizational make-up which may greatly affect the number and kinds of issues to which your organization gives priority attention. Some of these variables are: the type of organization, whether the organization has staff, the number of years the organization has been environmentally active and the percentage of the organization's membership which is active.

Environment/conservation groups comprised roughly half of the organizations we surveyed. Groups classifying themselves as educational, for example, the American Association of University Women, had the next highest representation. Among other categories of environmentally concerned organizations we surveyed were agricultural, business, labor, and recreational groups, and professional and religious groups.

When we analyze issue involvement by type of organization we find that environment/conservation organizations give priority attention to a much greater variety of environmental issues than do other groups. The only issues that educational

organizations named for priority attention more often than other groups were problems of beautification and health and safety. In no instances did groups classified as other than environment/conservation and education give substantially more attention to an environmental issues than the environment/conservation groups.

We defined "staff" as "those involved in full or part-time maintenance of an office." Our survey shows that groups having at least some volunteer or paid staff give priority attention to the greatest number of environmental issues. If the organization has an entirely salaried staff, it is likely to give priority attention more often than other groups to the following issues: beautification, economic priorities, facility siting, health and safety, sanitation, and public transportation. If the group has either an all-volunteer staff or only some salaried staff, it is more likely than other groups to give priority attention to fisheries, forestry, mining, natural or wild area preservation, outdoor recreation, soil conservation, solid waste/recycling, water quality, wetlands and wildlife. The only issue in which groups with no staff at all are more likely to get involved than groups with staff is population.

As might be expected, the number and variety of issues to which a group is most likely to give priority attention vary greatly according to the number of years a group has been environmentally active. The older organizations three years and over are involved in the greatest number and

variety of issues. Groups which have been environmentally active for ten years or more tend to place more importance on fisheries, forestry, natural or wild area preservation, outdoor recreation, parks, pesticides, soil conservation, water quality, wetlands and wildlife than do other groups. Groups which have been environmentally active for six to nine years give priority attention in substantially greater numbers than other groups to only two issues--highways, and water management. Organizations which have been in existence for three to five years place greater importance than other groups on economic growth and development, energy, facility siting, land use control, land use planning, population, solid waste and public transportation.

There are no issues on which groups which have been in existence for two years or less concentrate a proportionately greater amount of attention than older groups. There are, however, two issues on which these young groups, along with groups active from three to five years, focus much more attention than groups six years or older. These issues are population and solid waste/recycling.

The number and variety of environmental issues which are the focus of a group's efforts also appear to vary with the level of active participation in the group. Those organizations with under one-third of their membership actually participating in the organization's activities name the largest number of issues to which they give priority attention. Groups with higher levels of active

participation get substantially involved in fewer issues.

These issues are most often beautification, health and sanitation, safety and wetlands. We speculate here that volunteer activists are most likely to be attracted to organizations having a limited number of goals of particular interest to these volunteers.

If you are an environmentally concerned organization, the political/social change methods that you are most likely to rely on are: information dissemination, public education, letter writing, publicity, and public meetings and discussions. The community service methods that you are most likely to use are public education and public meetings and discussions. A relatively small number of you (18 percent) say that lobbying is a primary method used in reaching the goals of your organizations. A considerably larger number (35 percent) say that putting informal pressure on leaders is a primary method utilized in reaching the goals of your organizations.

Again there are a number of variables that may influence your organization's choice of methods in pursuing its goals.

If your organization classifies itself as an environmental/conservation organization, it is likely to use a very wide variety of political/social change methods. If your organization classifies itself as educational, it is most likely to use more frequently than other groups community service methods. Educational groups, also more frequently than other types of groups, are involved in recycling/demonstration projects and

beautification. Educational groups are less likely than any other group to get involved in lobbying, litigation, and protests and demonstrations.

There appears to be a clear relationship between the organizations' sources of funding and the methods the organization uses in pursuing its goals. Organizations that are primarily supported by memberships most likely use such activist methods as lobbying, informal pressure on leaders, participation in hearings, and helping to prepare and draft legislation. If the organization receives its primary financial support from governmental sources, it is least likely to get involved in lobbying. If the organization only receives some money from government sources the likelihood of its use of lobbying as a method does not appear to be affected.

Receipt of substantial support from corporate sources can be correlated with a high amount of political activism. We may speculate that these groups are "business" groups with environmental committees.

If your organization has some salaried staff, it is most likely to use a wide variety of both political/social change and community service methods. There appears to be a negative correlation between having an all salaried staff and use of the more activist methods--lobbying, informal pressure on leaders, litigation, protests and demonstrations and letter writing. The only method which organizations having any all paid staff are more likely to use than other groups is beautification. The only method your organization is much more likely to use if it has all volunteer staff is letter writing.

If your organization has been environmentally active from three to five years, it is most likely to use a wide variety of methods in pursuit of its goals. Organizations which have been environmentally active for six to nine years come in a close second. These groups also use lobbying and research methods much more than other organizations. The only methods that the youngest groups are more likely to use than the older groups are recycling/demonstration. Beautification is the only method that the oldest groups are more likely to use than groups which have been environmentally active less than ten years.

Organizations which report that less than one-third of their membership is active, say that they use a greater number and variety of methods in pursuing their goals, than do organizations with higher percentages of active members. There are only two methods that organizations with higher participation levels use much more frequently than organizations with lower levels of participation--recycling/demonstration projects, and beautification. Again, we can speculate that specific projects attract the highest levels of volunteer participation.

The major problems that leaders of most of your groups perceive themselves as having are funding, broadening the membership base and recruiting volunteers. Other areas considered to be a major problem by a significant number of groups are: physical needs, such as clerical help, equipment, and office space; the unresponsiveness of government; the unresponsiveness of business; and leadership development.

If your organization is an environment/conservation organization it is more likely than other groups to say that major problems are funding, unresponsiveness of government, unresponsiveness of business, lack of legal assistance, and the need to broaden the membership base. If your organization classifies itself as educational, it is more likely to say that major problems are lack of intergroup coordination of environmental activity, lack of contact with other environmentally interested groups, training volunteers, and recruiting volunteers.

The effect of staff arrangements on perceived problems in most cases does not appear to be significant. Organizations with some paid staff or an all paid staff are most likely to view funding as a major problem. Organizations with no staff, or an all volunteer staff, are most likely to call the following problem areas major: the need to broaden the membership base, lack of staff/membership expertise, and recruiting volunteers. Organizations with an all salaried staff are least likely to define the following problem areas as major: lack of contact with other environmentally interested groups, unresponsiveness of government, unresponsiveness of business, and lack of legal assistance.

Most of the perceived problem areas also do not appear to vary greatly according to the number of years the organization has been environmentally active. Those in the six to nine year range are more likely than others to define funding as a major problem. The groups which have been environmentally

active for five years or less are more likely to call the unresponsiveness of government and business a major problem. Groups which have been environmentally active from three to five years are most likely to say that recruiting volunteers is a major problem.

Organizations with the lowest level of active participation on the part of their membership, are more likely than other groups to call funding, utilization of volunteers, and recruitment of volunteers major problems. Organizations with a high level of participation (67 percent or more) are least likely to list the unresponsiveness of government and business as major problems. But these groups are more likely than others to identify training volunteers as a major problem.

Your environmentally concerned organization is likely at least occasionally to cooperate with other non-governmental organizations on environmental issues. Forty-one percent of the organizations in our survey say that they often engage in such cooperation. Thirty-two percent of the organizations in our survey said that they are members of a formal coordinating council. Cooperation appears to be quite frequent at the most informal levels: 74 percent of the organizations say that they have frequent informal communication with other non-governmental organizations; and 62 percent say that they often work informally with other non-governmental organizations on issues.

Formal cooperation with other non-governmental organizations,

however, takes place far less often: 71 percent of the organizations say that formal joint projects with other non-governmental organizations are not frequent, 97 percent say that formal joint budgetary considerations are not frequent and 90 percent say that formal written agreements regarding policies and programs are not frequent.

If your organization is an environment/conservation organization it shows a greater tendency than other environmentally active organizations to engage frequently in informal types of cooperation with other non-governmental organizations on environmental issues. The frequency of cooperation at more formal levels does not seem to vary greatly according to the type of organization.

Staff arrangements, on the other hand, affect significantly the frequency of cooperation--both informal and formal--among non-governmental organizations on environmental issues. Of particular interest is the fact that groups with some paid staff show a much higher tendency to engage frequently in formal joint projects with other non-governmental organizations, and to be members of coordinating councils than do other groups.

Groups environmentally active for 5 years or less generally show a greater tendency to engage in frequent but informal cooperation. Groups that have been environmentally active from 3 to 9 years undertake formal exchange of personnel and resources, and formal joint projects more often than other groups. Groups that have been environmentally active from 6 to 9 years show a much greater tendency to be members of coordinating councils.

Organizations with a relatively low percentage of active members show a greater tendency to cooperate at both the informal and formal levels with other non-governmental groups on environmental issues. Organizations showing less than one-third of their members to be active are much more likely than others to be members of coordinating councils.

Regional Distinctions Among Environmental Organizations

Our questionnaire data indicates that environmental organizations in Region III tend to be more numerous and to have somewhat smaller memberships than those in Region VIII or the metropolitan areas. More groups in Region III have been environmentally active for longer periods of time than in the other two areas. Particularly in the metropolitan areas the environmental movement appears to be a somewhat newer phenomenon than in the other two regions. Over two-thirds of the groups surveyed in metropolitan areas became environmentally active during the last five years, compared to just over half in Regions III and VIII.

A higher proportion of the metropolitan area groups and the Region VIII groups have at least some paid staff. Metropolitan area groups are less likely than groups in the two regions to say that more than 75 percent of their organizations' work is performed by volunteers. A higher proportion of the groups in Region III get the bulk of their financial support from memberships. A somewhat higher proportion of the groups in Region VIII receive substantial financial support from

corporations. All of the above differences add up to a picture of Region III groups being more numerous, smaller in size, older and somewhat poorer than Region VIII groups or the metropolitan area groups.

Our statistics show the Region III groups to be more parochial in the geographic scope of their activities than Region VIII groups and metropolitan area groups. A much higher percentage of Region III groups than of groups in the other two areas focus on the neighborhood. Region III also has a lower percentage of groups which focus on the state or national level. Region VIII groups focus the most attention on the state.

The organizations experiencing the highest growth rates since 1 January 1970 appear to be located in the metropolitan areas. The highest category of general membership growth reported by the metropolitan areas is over 100 percent. The highest category of growth for the two regions is the 1 to 25 percent range. Region VIII reports the most numerous instances of decline in membership.

The type and variety of methods employed by each region's groups show significant differences. The metropolitan areas appear to use a larger variety of political/social change methods. Region VIII groups use lobbying more often than do groups in the other areas. The metropolitan groups appear to use litigation and research methods much more frequently than do the other areas. Both Region VIII groups and the

metropolitan areas help prepare and write legislation more often than Region III groups.

As might be expected, the issues to which environmentally concerned groups give priority attention differ from region to region. Again, one gets a picture of fewer activities on the part of Region III groups, who also give proportionately greater attention to only one issue--fisheries--than do the other two regions. Region VIII more often than the other areas names the following issues for priority attention:

beautification, forestry, energy, government organization, natural or wild area preservation, and water management. The metropolitan areas emphasize more often than the other areas these issues: air quality, economic growth and development, economic priorities, noise, parks, pesticides, population, and public transportation. The metropolitan areas and Region VIII groups more often assign priority importance to land use control and land use planning than do Region III groups. As might be expected, Region III and Region VIII single out wildlife issues for priority attention more often than do the metropolitan area groups.

Problems perceived as major by leaders of environmental groups do not differ greatly from region to region. More groups in Region III consider the lack of intergroup coordination of environmental activity to be a major problem than groups in Region VIII and the metropolitan areas. More groups in Region VIII than the other areas say that funding,

the unresponsiveness of business and training volunteers are major problems. More groups in the metropolitan areas than in the two other regions identify recruitment of volunteers and leadership development as major problems.

The frequency of cooperation with other non-governmental organizations does, however, appear to differ significantly from region to region. The percent of metropolitan area groups reporting frequent cooperation with other non-governmental organizations is much larger than the percentage so reporting in Regions III and VIII. The lowest proportion of groups who often cooperate with other non-government organizations on environmental issues is found in Region III.

TABLE 35

Regional Distinctions Among Environmental Organizations

	Percent of Respondents		
	Region III	Region VIII	Metropolitan Areas
Have official members.....	90.4	90.8	82.6
Have only a mailing list.....	9.6	9.2	17.4
<i>Membership (number of persons):</i>			
Under 100.....	47.4	41.8	41.3
100-499.....	29.0	27.9	26.1
500+.....	23.6	30.3	32.6
<i>Membership (number of groups):</i>			
0-4.....	94.0	97.5	91.3
5-19.....	3.6	0.8	6.5
20+.....	2.4	1.6	2.2
<i>Years environmentally active:</i>			
0-2.....	27.2	21.3	26.1
3-5.....	23.9	34.4	41.3
6-9.....	8.8	7.4	6.5
10+.....	40.2	36.9	26.1
<i>Staff:</i>			
None.....	38.0	36.1	41.3
All volunteer.....	34.7	27.0	15.2
Some paid.....	19.9	23.0	32.6
All paid.....	7.9	13.9	10.9
<i>Amount of organization's work done by volunteers:</i>			
Under 25%.....	7.9	4.1	6.5
26-50%.....	4.9	7.4	6.5
51-75%.....	4.9	5.7	13.0
76+.....	82.4	82.8	73.9

Note: Percentages may not add up to 100 because of rounding, of an "other" category not listed here, of questions left blank or because more than one answer was sometimes possible.

TABLE 35

Regional Distinctions Among Environmental Organizations

	Percent of Respondents		
	Region III	Region VIII	Metropolita: Areas
<i>Decisions made by:</i>			
Chief officer only.....	2.7	1.6	6.5
Full-time staff.....	2.1	4.1	.0
Executive board.....	44.4	49.2	47.8
Active members only.....	21.3	19.7	28.3
Vote by all members.....	29.5	23.0	17.4
<i>Location of central quarters:</i>			
Private home.....	32.8	44.2	33.3
Shared office space.....	31.0	23.3	26.7
Private office space.....	29.7	30.8	33.3
<i>Total annual budget:</i>			
Under \$500.....	32.7	31.7	27.9
\$500 - \$1,000.....	13.2	12.5	0
\$1,001 - \$2,000.....	14.8	5.8	25.6
\$2,001 - \$6,000.....	11.6	19.2	11.6
\$6,001 - \$15,000.....	6.0	4.2	9.3
\$15,001 - \$25,000.....	5.0	3.3	0
\$25,001 - \$50,000.....	6.3	9.2	16.3
\$50,001 - \$500,000.....	9.1	13.3	7.0
Over \$500,000.....	1.3	0.8	2.3
<i>Source of Revenue:^a</i>			
Memberships.....	62.3	52.5	55.6
Foundations/private grants.....	5.2	8.2	11.1
Individual donations.....	20.6	24.6	26.1
Corporate contributions.....	4.6	9.0	4.3
Government.....	5.2	5.7	6.5
Other ^b	32.7	31.1	28.3
^a Percentages listed represent <u>primary</u> or <u>major</u> characteristics of organizations only. ^b Sales, fees, subscriptions, etc.			

TABLE 35

Regional Distinctions Among Environmental Organizations

	Percent of Respondents		
	Region III	Region VIII	Metropolitan Areas
<i>Federal tax status:</i>			
Nonprofit, not tax-exempt.....	36.1	33.3	35.7
Nonprofit, tax-exempt.....	35.8	39.3	35.7
Other.....	28.1	27.4	28.6
<i>Geographic scope of activities:^a</i>			
Neighborhood.....	38.6	30.3	30.4
Municipality.....	32.2	37.8	50.0
County.....	36.5	31.7	41.3
Several counties or towns.....	16.9	20.3	23.9
Metropolitan area.....	20.4	16.8	45.7
Watershed.....	20.3	18.6	17.4
State.....	24.8	49.2	30.4
Regional (two or more states).....	9.3	9.2	2.2
National.....	9.6	14.3	13.0
<i>General growth rate of total organization since 1 January 1970:</i>			
Over 100%.....	12.3	12.7	23.3
55 - 100%.....	7.3	5.1	11.7
25 - 54%.....	10.7	11.9	11.6
1 - 25%.....	30.2	28.5	9.3
Membership steady.....	26.5	20.3	30.2
Some decline (under 10%).....	7.3	13.6	7.0
Significant decline (10-30%).....	3.8	4.2	4.7
Substantial decline (over 30%).....	1.9	1.7	2.3
<i>General growth rate of active members:</i>			
Over 100% increase.....	9.0	12.2	11.9
55 - 100% increase.....	7.7	10.4	11.9
25 - 54% increase.....	11.0	15.7	7.1
1 - 25% increase.....	26.9	25.2	26.2
Participation steady.....	38.6	29.6	35.7
Some decline (under 10%).....	3.9	4.3	2.4
Significant decline (10-30%).....	2.6	0.9	2.4
Substantial decline (over 30%).....	0.3	1.7	2.4

TABLE 35

Regional Distinctions Among Environmental Organizations

	Percent of Respondents		
	Region III	Region VIII	Metropolita Areas
<i>Political/social change methods:^a</i>			
Lobbying.....	14.4	21.4	15.9
Informal pressure on leaders.....	36.2	33.6	37.8
Litigation.....	4.7	5.1	22.2
Information dissemination.....	57.4	66.7	84.4
Public education.....	60.1	69.8	77.8
Research.....	14.4	21.6	40.9
Protests and demonstrations.....	1.3	1.7	8.9
Economic pressure/boycotts.....	0.7	0.9	4.4
Letter writing.....	55.7	52.1	60.0
Publicity.....	47.3	52.1	60.0
Urging alternative life styles.....	4.8	7.0	13.3
Participating in hearings.....	41.4	47.0	51.1
Helping research/write legislation.....	14.1	20.7	24.4
Public meetings/discussion.....	47.8	51.3	51.1
<i>Community service methods:^a</i>			
Public education.....	55.6	62.6	59.1
School programs	29.1	34.8	23.3
Recycling/demonstration projects.....	23.9	16.8	20.9
Beautification.....	24.7	25.2	29.5
Studies/surveys.....	23.2	27.8	36.4
Monitoring.....	14.4	13.0	27.3
Public meetings/discussions.....	45.5	49.6	50.0
<i>Issues: ^a</i>			
Air quality.....	24.5	27.0	34.8
Beautification.....	19.0	27.0	21.7
Economic growth and development....	6.3	10.7	26.1
Economic priorities.....	4.2	4.1	21.7
Energy.....	9.7	15.6	10.9
Facility siting.....	10.0	14.8	15.2
Fisheries.....	19.0	14.8	4.3
	383		395

TABLE 35

Regional Distinctions Among Environmental Organizations

	Percent of Respondents		
	Region III	Region VIII	Metropolitan Areas
<i>Issues: (cont'd)</i>			
Forestry.....	20.2	27.9	15.2
Governmental organization.....	8.8	16.4	8.7
Health and safety.....	13.9	18.9	15.2
Highways.....	12.1	14.8	19.6
Landuse control.....	27.8	41.0	47.8
Landuse planning.....	29.6	41.0	50.0
Mining.....	12.1	15.6	6.5
Natural or wild area preservation.....	39.6	49.2	47.8
Noise.....	6.9	3.3	17.4
Outdoor recreation.....	32.9	37.7	30.4
Parks.....	23.3	34.4	45.7
Pesticides.....	16.0	18.9	21.7
Petroleum development.....	4.5	8.2	13.0
Population.....	11.8	14.8	28.3
Rat/pest control.....	3.0	2.5	4.3
Sanitation.....	10.3	17.2	10.9
Soil conservation.....	27.2	27.0	17.4
Solid waste/recycling.....	27.8	27.0	34.8
Public transportation.....	5.7	12.3	23.9
Water management.....	25.4	41.0	26.1
Water quality.....	37.5	38.5	32.6
Wetlands.....	21.1	18.9	23.9
Wildlife.....	35.0	34.4	23.9
<i>Problems:^a</i>			
Lack of intergroup coordination of environmental activity.....	22.6	18.0	10.0
Better evaluation of group's effectiveness and impact.....	14.6	15.2	16.7
Lack of contact with other environmentally interested groups.....	14.8	16.8	14.3
IRS tax laws.....	10.3	8.8	4.8
Funding.....	37.9	53.1	45.2

TABLE 35

Regional Distinctions Among Environmental Organizations

	Percent of Respondents		
	Region III	Region VIII	Metropolita Areas
<i>Problems: (cont'd)</i>			
Physical Needs (clerical help, equipment, office space, etc.).....	23.2	24.8	23.8
Inadequate information service on environmental issues.....	13.1	8.8	9.5
Inadequate information on organizing environmental activity.....	13.5	12.4	9.5
Unresponsiveness of government.....	29.2	30.1	31.0
Unresponsiveness of business.....	25.1	35.4	33.0
Lack of legal assistance.....	11.2	11.5	16.7
Lack of technical advice.....	9.1	8.0	9.5
Lack of staff/membership expertise....	21.2	23.9	14.3
Need to broaden the membership base...	42.0	38.9	40.5
Training volunteers.....	18.3	23.9	11.9
Utilizing volunteers.....	17.6	23.9	21.4
Recruiting volunteers.....	34.4	38.9	40.5
Leadership development.....	29.8	28.3	35.7
<i>Frequency of cooperation with other non-governmental organizations on environmental issues:</i>			
Never.....	3.3	3.4	0
Rarely.....	11.0	6.8	6.8
Occasionally.....	48.8	47.9	38.6
Often.....	36.9	41.9	54.5

A NATIONAL PROFILE OF THE ENVIRONMENTAL VOLUNTEER

If you are a volunteer in the environmental movement, chances are better than even that you will be male, caucasian, over 30 (with a 50 percent chance that you will be over 40), and married. You will be a white collar worker (probably professional) or a housewife. The overwhelming majority of you will have at least some college training. Over two-thirds of you will have a college degree, and 23 percent of you will have a graduate degree. Your total family income will be over \$10,000. Twenty-seven percent of you will have a family income over \$20,000.

You will donate to the environmental movement mostly time, and some financial support. The time that you contribute to the environmental movement will generally be less than four hours per week. Twelve percent of you, however, contribute more than sixteen hours per week to environmental activities. Over half of you work on environmental activities on a regular basis during most of the year. Many of you will donate at least an equal amount of time to other voluntary activities. Almost half of you will list the expenditure of a great amount of time or money as a serious risk of your involvement in the environmental movement.

Over two-thirds of you talk with others involved in the environmental movement once a week or more. Forty-two percent talk with others involved in the environmental movement

three or more times a week. Most of you have at least one close friend who is also involved in the environmental movement. Two thirds of you have two or more close friends who are in the environmental movement.

The majority voluntary environmental activities that over half of you are likely to get involved in are committee work, education, information dissemination, letter writing, and participation in public meetings and discussions. Other activities that are likely to preoccupy more than one-third of you are organization policy development, publicity, field trips, demonstration projects such as recycling, and physical improvement projects such as clean-ups, and planting.

About one-third or more of you focus your primary efforts on these environmental issues: natural or wild area preservation, outdoor recreation, beautification and wildlife. Other issues on which a substantial number of you at least have been moderately active are: forestry, health and safety, air quality, land use control, land use planning, parks, pesticides, soil conservation, solid waste/recycling, and water quality.

Both the number and types of issues you the individual volunteer tackle are likely to vary with your sex and your age. For example, those individuals in the forty to forty-nine age group are most likely to be involved in a wide variety of environmental issues. Younger environmental volunteers are more likely to be involved in beautification, outdoor recreation, and solid waste/recycling projects than other age groups.

Male volunteers are more likely to be active on a wide variety of environmental issues than females. Only one issue in our sample showed a significantly higher percentage of females involved than of males--solid waste/recycling. There were several issues on the other hand where the percentage of males involved was significantly higher than the percentage of females--economic growth and development, fisheries, forestry land use planning, natural or wild area preservation, outdoor recreation, soil conservation, water management, water quality, wetlands and wildlife.

The voluntary activities that you pursue in support of your organizations' goals also appear to vary with your age and sex. The thirty to thirty-nine year age group is most likely to be involved in a wide variety of organizational activities. Volunteers under eighteen are more likely than others to be involved in the following activities: publicity, fund raising, demonstration projects, physical improvement projects, and protest or advocacy demonstrations. Volunteers in the eighteen to twenty-four year group are more likely than others to be involved in some basic organizational support activities such as filing, typing, research and recruitment.

Both men and women pursue a wide variety of activities on behalf of their organizations. Significantly higher percentages of men, however, say that they are involved in what appear to be leadership and policy making responsibilities--scientific/technical assistance,

administration, organization policy development, preparation and drafting of legislation, and participation in hearings. The activities women are significantly more involved in than men are: clerical work, education, information dissemination, letter writing, demonstration projects (recycling, etc.), and boycotting and economic pressure.

Over half of you consider your contributions to the activities of environmental organizations to be vital or important. The majority of the rest of you classify your contributions as routine. Women are more likely than men to categorize their activities as routine. Two-thirds of you feel that environmental organizations are moderately effective in reaching their goals.

For most of you your personal exposure to an environmental problem motivated your initial involvement in the environmental movement. Of those individuals who took the time to describe a significant motivating experience, most wrote about an immediate near-home crisis:

I started being annoyed with litter left on my property. Then a glass-paper-cans recycling center began in our area, and I joined as a volunteer.

"Living on 24 acres in the country and being personally threatened by: A T and T which wanted to clear a 150 foot wide swath for an underground cable through our property; and Allegheny Power Service Corporation which wanted to clear a 200 foot wide swath and erect 100 foot towers. A local airport 1/2 mile away which proposes to enlarge the runway for a jetport.

An allergic child started me reading labels, which really started me reading and thinking-- when this could begin to have problems related to air pollution. And when our township sprayed a lot next to us, causing a severe attack, I became committed, involved and my total direction and outlook has changed from that time. Next my husband and I discovered township plans to run sewer lines down the stream bed of a beautiful stream valley behind our house. He successfully led a year long battle by aroused area residents for ecologically sound engineering plans.

Probably in part because of motivating experiences, most of you have an evangelistic feeling about the environmental movement. Eight-two percent of you have personally influenced others to become active in the environmental movement. Most of you have tried to interest others in environmental problems by talking, making speeches, and writing articles. Almost one-third of you have tried to interest more than 100 people in environmental problems. Men appear more likely to engage in this type of activity on a large scale than women.

Regional Distinctions Among Environmental Volunteers

Volunteers in Regions III and VIII appear to have more characteristics in common than volunteers in the metropolitan areas appear to have with either region.

There are many more female volunteers than male volunteers in the metropolitan areas, than in the two regions, and also more unmarried volunteers in the metropolitan areas. Further, volunteers in the metropolitan areas appear to have achieved a somewhat higher level of formal education than volunteers in the two regions. There is a higher percentage in the

metropolitan areas of volunteers falling into the occupational categories of professional, scientific/technical, and academic than in the two regions. Income levels are also generally higher in the metropolitan areas.

Our statistics on types of voluntary environmental activities generally bear out our statistics on the methods organizations use in pursuing their goals. Organizations in Region VIII and in the metropolitan areas generally tend to use more activist methods than Region III. The volunteers in these two areas also tend to be more activist than volunteers in Region III.

A higher percentage of Region VIII volunteers appear to be involved in a wide range of voluntary activities than in Region III and the metropolitan areas. A much higher percentage of volunteers in Region VIII are involved in organizational policy development, publicity, education, preparation and drafting of legislation, participation in hearings and recruitment. Volunteers in the metropolitan areas far more often than those in the regions report involvement in clerical work, fund raising, lobbying, and protest or advocacy demonstrations.

TABLE 36

Regional Distinctions Among Environmental Volunteers

	Percent of Respondents		
	Region III	Region VIII	Metropolitan Areas
<i>Sex:</i>			
Male.....	57.6	49.5	36.3
Female.....	42.4	50.5	63.7
<i>Age:</i>			
1-25.....	12.9	9.8	17.7
26-35.....	21.1	27.8	19.5
36-45.....	22.1	22.9	20.3
46-55.....	20.6	18.3	26.0
55+	23.5	21.2	16.3
<i>Race/ethnic origin:</i>			
Caucasian/			
European.....	97.1	98.9	97.6
Latin American...	0.4	0	0.8
Negro/black			
African.....	1.5	0.4	0.8
American Indian..	0.3	0.7	0.8
Oriental Asian	0.1	0	0
<i>Marital status:</i>			
Married.....	77.9	79.9	71.5
Single.....	16.6	12.4	22.8
Widowed.....	2.6	3.2	3.3
Separated.....	1.1	0.4	0.8
Divorced.....	1.8	4.2	1.6
<i>Education:</i>			
Some high school	9.0	4.3	4.1
High school degree	14.3	10.0	4.1
Some college	20.4	24.4	27.0
College degree	21.4	22.9	23.8
Some graduate work	13.9	18.3	17.2
Graduate degree	21.0	20.1	23.8

TABLE 36

Regional Distinctions Among Environmental Volunteers

	Percent of Respondents		
	Region III	Region VIII	Metropolitan Areas
<i>Occupation:</i>			
Professional/Scientific/Technical			
Academic.....	33.1	32.0	41.0
Manager/administrator.....	9.3	6.4	6.6
Sales.....	1.7	2.1	0
Clerical office worker.....	3.7	1.1	4.1
Service.....	1.2	0.7	0
Agriculture...	1.9	7.8	0
Skilled labor/craftsmen....	5.6	1.8	1.6
Labor/factory worker/transportation..	2.8	0.4	0
On welfare....	0	0	0
<i>Total family income:</i>			
Under \$4,999..	3.8	6.9	3.4
\$5,000 - \$9,999	18.5	20.4	12.6
\$10,000 - \$14,999	27.9	28.0	18.5
\$15,000 - \$19,999	22.8	22.9	21.0
\$20,000 - \$24,999	10.6	9.8	18.5
\$25,000 or over	16.4	12.0	26.1
<i>Hours per week of voluntary environmental work:</i>			
Less than 4			
(1/2 day)....	61.1	56.6	54.9
5-8 (full day)	19.4	20.8	21.3
9-12			
(1 1/2 day)..	5.5	6.2	7.4
13-16			
(2 days).....	5.4	5.1	2.5
17-24			
(3 days).....	3.8	3.6	8.2
25-32			
(4 days).....	1.1	2.6	2.5
33+			
(over 4 days)	3.8	5.1	3.3

TABLE 36

Regional Distinctions Among Environmental Volunteers

	Percent of Respondents		
	Region III	Region VIII	Metropolitan Areas
<i>Primary voluntary environmental activities:</i>			
Legal assistance/litigation.....	5.5	8.5	11.2
Scientific/technical assistance.....	23.6	29.9	24.3
Accounting/fiscal..	5.6	3.9	4.8
Administration.....	25.3	36.0	29.7
Clerical/filing/typing.....	16.2	17.7	30.4
Committee work.....	63.4	70.3	64.2
Documentation/library.....	12.6	17.1	16.2
Organization policy development.....	42.6	55.4	45.3
Publicity.....	45.7	54.1	49.5
Education.....	59.8	67.4	59.6
Information dissemination....	59.0	69.8	69.9
Helping prepare/write legislation..	10.5	20.5	13.5
Research.....	21.3	25.9	28.4
Fund raising.....	27.3	28.0	31.4
Lobbying	14.7	19.6	23.6
Informal pressure on officials ...	47.2	53.7	49.1
Boycotting/economic pressure.....	15.0	15.1	19.2
Letter writing.....	56.3	64.5	63.0
Participation in hearings.....	33.2	51.0	45.5
Public meetings, discussion, etc....	67.4	75.3	64.5
Field trips	48.6	48.2	49.1
Demonstration projects (recycling, etc.) ..	41.4	37.0	42.0
Evaluation	19.5	28.6	18.0
Physical improvement projects (clean up, planting, etc.)...	59.0	55.6	31.1
Monitoring	9.9	13.5	15.5
Training/orientation.....	21.1	24.0	21.2

TABLE 36

Regional Distinctions Among Environmental Volunteers

	Percent of Respondents		
	Region III	Region VIII	Metropolitan Areas
Recruitment.....	24.6	30.9	20.6
Placement and referral.....	6.0	8.1	6.9
Protest (or advocacy) demonstrations.....	6.4	6.1	12.4

CHAPTER IV

CASE HISTORIES OF VOLUNTEER ENVIRONMENTAL ACTION

Citizen Effort Passes Michigan's "Right to Sue" Bill

"We were told from the beginning that it would be impossible to get this bill through. I guess because we were naive we went ahead anyway. People kept saying, 'You can get it through the house but not the senate.' Or they said, 'You can get it through the house but it'll be changed and it'll really get messed up in the senate.' My reply was, 'We'll take one step at a time and fight to the end.'" -- Joan Wolfe, Council Chairman.

The bill which was "impossible to pass" was passed, without weakening amendments, in June 1970 and signed by the governor of Michigan in July. The Environmental Protection Act was landmark legislation, giving citizens the right to go to court to protect "the air, water and other natural resources and the public trust therein from pollution, impairment or destruction."

The law's passage was the result of a never-say-die campaign spearheaded by the West Michigan Environmental Action Council (WEMAC), based in Grand Rapids. The council was formed in March 1968, by Joan Wolfe and others who recognized the piecemeal effect of separate groups working on environmental problems on their own. The council's philosophy was that these groups must work together. That philosophy proved to be a key factor in the passage of the law.

By the time the council went to work on House Bill 3055, it was an amalgam of about thirty (now a hundred) organizations including conservation groups, PTA's, unions, Jaycees, etc.. The board of directors was made up of activists from these organizations. The bill became the one project which would engage almost

all of their attention and money. With no paid help and meager resources, they plugged the council's collective energy into the effort. The council never did have its own typewriter. Even so, by the time the campaign ended, bills for printing, postage, and phone calls came to \$3,000.

The idea behind the law began when the council decided there was a need for a legal tool that would provide comprehensive environmental protection. The council asked a man with a national reputation, Joseph Sax (environmental law authority at the University of Michigan) what type of law was needed. He replied with a bill embodying the concept of "the public trust," the idea that "every citizen, simply by virtue of his status as a member of the public, has an enforceable right to a decent environment."

The council then looked for the best legislator to introduce the bill. Representative Thomas J. Anderson was chosen because he was a respected conservationist, chairman of the committee which would start the bill on its way, a member of the chamber most likely to give the bill the best start, and a member of the majority party within that chamber. Prior to introduction, the bill was viewed as such a long shot that Representative Anderson could not induce a single colleague to cosign it. Upon introduction (1 April 1969), the potential of the bill was recognized by some major utilities and industries which approached Representative Anderson and asked how serious he was. The bill was introduced too late to be considered that session. But the delay proved to be a blessing; it provided time to mobilize citizen support. Be-

cause this was unprecedented legislation, a meeting was arranged between Mr. Sax and the House Conservation and Recreation Committee so Mr. Sax could explain the bill. The board's first decision was to print 2,000 copies of Mr. Sax's thirteen-page explanation of the bill and to send it to individuals, organizations and newspapers. This document was of major importance. The fact that organizations of all stripes and political colors became intimately acquainted with the bill was vital to its passage. The council continued to provide up-to-date information on what was happening in the bill. When the senate majority leader spoke to the Grand Rapids Junior League, he was chagrined to find that the women recognized that his copies of the bill were outdated. Members of supporting organizations attended every committee meeting. Every time there was a potential change in the bill the council broadcast the news to the bill's supporters up and down the state through "legislative alerts." Twenty-seven of these went out during the campaign. Each time, people were told precisely whom they should write to to express an opinion. To respond to opposition arguments, a four-page handout, "Answers to Questions Commonly Asked," was widely distributed.

The council also sought governmental support. Meetings were held with the governor's office, the Water Resources Department, and the Department of Natural Resources (DNR). The DNR--despite its realization that it could be one of the first to be sued--bravely announced its willingness to defend its policies in court. It was the only state department to support the bill.

Near the end of 1969, Representative Anderson informed the council that a hearing would be held in January. WMEAC called

every major organization in the state to beg them to come. The council reprinted favorable editorials, along with clear information about the bill and a plea for attendance at the hearing. Student groups and other organizations, helped the council distribute the flyers. Supportive letters began to pour in to Representative Anderson. People came from every corner of the state. The hearing, originally scheduled for a committee room in the capitol, had to be moved to the floor of the house.

The months that followed were months of building a coalition that included the Michigan PTA Council, Michigan Jaycees, League of Women Voters, UAW, AFL-CIO, and all the conservation groups. Most of these organizations had spoken at the first hearing; WMEAC spoke in behalf of twenty-four others. Hundreds of organizations eventually spoke.

Hearings were called with only a few days notice. Each time, the council sent hundreds of flyers to key people in the area where the hearing would be held and called key supporting organizations. Each time the organizations came through.

It was an election year in which two explosive issues--parochial aid and abortion reform--tended to work against incumbent legislators. The Sax bill, despite commercial and industrial opposition, seemed to have almost unanimous citizen support. The governor's opponent, State Senator Sander Levin, introduced the bill and soon Governor Milliken also came out for it.

The bill was opposed by the state chamber of commerce, the Michigan Manufacturer's Association, the Farm Bureau, and many governmental departments. The senate committee met in secret session and put the bill out with only two "minor" amendments: a

"collateral estopal clause" and an "and" changed to "or." But the conservationists had been forewarned that the Michigan Manufacturer's Association had suggested the and-to-or change (which would have totally destroyed the bill). A council member flew immediately to Lansing with the council's outraged letter to hand deliver to the legislators. Letters and wires poured into the capitol.

Time passed and it looked as if the legislators would recess to campaign without voting on the bill. The council sent telegrams to them all, stating in no uncertain terms that their actions would be duly reported to their constituents. Finally, only days before recess, the bill passed almost without opposition.

Volunteer Involvement in the Overton Park Case

In 1956 it was proposed that Interstate 40 slice through the entire length of wooded Overton Park in Memphis, Tennessee. The Committee for Preservation of Overton Park was formed by mid-city residents.

The committee pressured the city commission to resist the location. A local attorney represented the committee at the city commission's public meeting in September 1957 armed with 10,000 signatures protesting the location, and a promise of 40,000 more by the time the official highway hearing was held.

The Tennessee Highway Department held its first public hearing on the Overton Park route 17 March 1961. The committee and several hundred other concerned citizens were there. The hearing was so dominated by highway proponents (mainly Memphis business interests) that the preservationists were discouraged. A planning form said that the effect of the highway on park use

would be "zero," and that it would be a long time before the highway would be built.

Protest subsided. Some people lulled themselves into believing that the highway would not be built because it was such an outrageous proposal. Others believed it was hopeless to fight the highway department and city hall. Memphians were not accustomed to organizing and working together for long periods. The traditional approach was to "see the political boss" and let him solve the problem. The strongest political boss in Memphis--"Boss" Crump--had died only a few years before. The people were inexperienced in standing on their own feet.

In 1963, a newcomer to Memphis who was aware of how similar expressways had been stopped, began asking people why they had given up so easily. Largely through her efforts, the surviving core of the citizens' committee was reorganized in 1964 into the Citizens to Preserve Overton Park (C.P.O.P.). About the same time, the highway department announced that work on the final plans for I-40 had begun. Pro and anti highway newspaper articles helped to arouse the public. The newcomer served--without pay--as sort of an executive secretary for the group. She put in many, many hours, and kept the group's attention firmly riveted on their goal. She sought help from national conservation, preservation and recreation organizations and from the Bureau of Outdoor Recreation. The support of local and state garden clubs and other organizations was also asked.

Public information hearings were held on the design of I-40. They precipitated a flood of protest letters to officials asking

that a circumferential route (already included in overall plans) be completed first, while another study was made of the inner city route. Eventually C.P.O.P. conferred with the governor, the state highway commissioner and the director of the Bureau of Public Roads. An alleged review of the routing through the park, including an examination of two so-called alternatives, followed the protests of many citizens in 1964-65.

A well-known I-40 protester ran for the city council, using the preservation of Overton Park as the central plank in his platform. This provided another means of getting information on the Overton Park controversy before the public.

In 1968 a new city government was confronted, after six weeks in office, with the decimation of the park by I-40. This consideration was forced by the continuous protests to national conservation organizations and federal highway officials. The federal highway administrator was sent to Memphis to listen to C.P.O.P. on 14 February 1968. He asked for an official statement from the new city government.

Two brief interviews were granted C.P.O.P. by the city council. Before this, the new council had had information only from pro highway spokesmen. On 5 March 1968 the council voted unanimously to oppose the proposed route. One month later, the federal highway administrator returned to Memphis to meet with the city council. C.P.O.P. was barred from the meeting. Twenty-four hours later, the city council voted to support the original through-the-park location.

C.P.O.P. continued contacting national conservationists cognizant of the importance of section 4(f) - "parklands preserva-

tion" - of the 1966 Transportation Act. Getting a determination on the application of the act to Overton Park was important. Correspondence continued with local, state and federal officials and the Tennessee delegation in Washington.

The Tennessee Highway Department scheduled an unexpected public hearing on the Overton Park segment under the new Public Participation Memorandum of the Federal Highway Administration. C.P.O.P. brought statements stating its position on I-40. Representatives of national environmental organizations and the Bureau of Outdoor Recreation testified against the proposed route. Later, it was learned that over an hour of important testimony had not been recorded. C.P.O.P. protested to federal officials and appealed to the secretary of transportation. A temporary "freeze" resulted. The Memphis mayor, chamber of commerce and Downtown Association pressured Secretary Volpe to begin construction of the park segment. On 5 November 1969 Secretary Volpe approved the route.

After Secretary Volpe's route approval, C.P.O.P. incorporated. Some board members resigned to avoid involvement in legal action (they feared the costs of litigation, particularly if the case were lost; or they felt it was too late to win because the right-of-way had been cleared on either side of the park). On 2 December 1969 papers were filed in the U.S. District Court of the District of Columbia by a C.P.O.P., Inc. attorney. Money was raised quietly through individual contributions to meet this great financial responsibility.

C.P.O.P. endured a long, long chain of court battles. A lower court's decision in February 1971 (dismissed on a summary

judgement) was appealed. Later, the U.S. Supreme Court was petitioned. It reversed the decisions and remanded the case for "plenary review" in Memphis. A long trial in the fall of 1971 resulted in another victory for plaintiffs when the court found that "the evidence is overwhelming that Secretary Volpe did not so consider alternatives" (to the Overton Park route) and "on remand the Secretary should consider the alternative of not building this expressway at all..." (quoted from Memorandum Decision of Judge Bailey Brown, 5 January 1972). A temporary injunction was ordered against construction. Secretary Volpe has conceded that he must consider the National Environmental Policy Act, as well as the section 4(f) of the Transportation and Federal-Aid Highway Acts in making his new decisions.

In summary, this voluntary effort succeeded because C.P.O.P.'s strengths outweighed its weaknesses. Many persons who believed in preserving Overton Park were afraid to openly support C.P.O.P. because they feared economic retaliation. The news media belittled and badgered citizen efforts, and thus contributed to their fear of loss of job or position in the community.

Other handicaps included a shortage of informed workers and a lack of funds to distribute information and pay for litigation. C.P.O.P. had no paid workers, and no professional fundraising help.

On the other hand, C.P.O.P. had a lot going for it. Its members were willing to seize the initiative, creative in unraveling snags, and would often give the project precedence over domestic and social activities. There was enough formal organization to respond immediately to emergencies. The continuity in service of officers on the board of trustees was also a help.

C.P.O.P. is now doing what it can to make sure that Secretary Volpe has all the facts and that he makes a proper decision on the fate of Overton Park.

The Conservation Council of Virginia (CCVa)

In 1969 the Virginia General Assembly was considering a comprehensive bill to strengthen the state's water quality program. Citizens who testified for this bill discovered allies on the witness list: the League of Women Voters, the Farm Bureau, the Izaak Walton League, a Girl Scout troop, and several concerned individuals. Although in general agreement, the citizen presentations were uncoordinated and occasionally conflicting. The pollution lobby, meanwhile, was smoothly organized--as usual. Also as usual, key sections of the legislation were scuttled in committee.

Some of the citizens who had testified were irate at the outcome of the hearing and convinced that if citizen groups banded together they could win. They compiled a statewide mailing list of civic leaders interested in environmental issues. In mid-September, 170 Virginians received invitations to a late October meeting at Charlottesville (a central location). The invitation was signed by leaders of five membership organizations: Citizens Council for a Clean Potomac, League of Women Voters of Virginia, Virginia Izaak Walton League, Wilderness Society, and Virginia Farm Bureau Federation.

People were asked to come simply as concerned citizens, to join in a brainstorming session that might lead to the development of a coordinating structure that would increase the groups' effectiveness.

Sixty or seventy leaders came. Those who planned the session had, of course, a very clear idea of what they wanted from it. But the resolution ultimately adopted in Charlottesville was unexpectedly offered by a person then virtually unknown on the statewide environmental scene who had prepared the statement in advance. It was clearly an idea whose time had come.

Two basic schools of thought were evident at the meeting. One group stressed the need to establish an information center. Under a clearinghouse approach, distinct organizations would act according to their own rules. Another faction, proponents of an action group, thought that more than a public information program was needed.

It was resolved to establish a coordinating structure, and a ten-member steering committee was named to resolve this issue and draft bylaws. The steering committee was constituted to reflect divergent viewpoints. It began work on the basic premise that while Virginia groups shared common problems, they also had a common desire to not be controlled by someone else. Recognizing that the coordinating effort might falter, the Charlottesville meeting also established seven interorganizational committees to immediately begin efforts toward constitutional revision, land use policy, river basin planning, surface mining, air quality, and water quality. (Major General Assembly action was taken in all of these categories, except wildlife, by the 1972 session.) CCVa bylaws are now mostly gathering dust on bookshelves throughout Virginia. But the process of drafting them was critical in building broad, intergroup understanding.

On 27 February 1969 the steering committee announced the first CCVa annual convention to be held May 3-4 in Shenandoah National Park. In a letter to more than 300 civic leaders, the committee transmitted its proposed bylaws. The committee asked that they consider the bylaws during the ensuing two months so that the May meeting could focus on organizing the council, not on discussing the bylaws. This request found general support.

Under its bylaws, CCVa may lobby--which, is indeed, its fundamental purpose. CCVa is incorporated. Its directorate is composed of people named by local, regional, and statewide organizations (except for three at-large positions and the immediate past president). The bylaws encourage individuals to hold membership in at least one CCVa participating organization. The council is not intended to compete with other groups for members. Its primary role is that of a service agency for participants.

The bylaws further specify that: "Upon formal request by any participating organization, and only upon such request...the council may represent such participating organization on any matter of council interest. Similarly, upon formal request, the council must specify those participating organizations which dissent from any council position or action." These procedures have been followed rather well. (In many cases, however, council action simply implies support by participant organizations which have no formal position on an issue.) The council's main contribution is probably that it provides a way for citizen groups of different persuasions to iron out differences before taking public stands. Rarely, now, is there conflicting citizen testimony in Richmond. The Council tends to not take positions on issues where

broad consensus does not exist.

Several of the newer, smaller participating organizations--perhaps less sensitive to the intricate understandings reflected in the bylaws--are impatient with the council's infrequent refusals to take a stand. Such impatience has occasionally pushed the council into adopting positions with little support--or opposition--among constituent groups. Some members fear that this trend could, in the long run, destroy CCVa's credibility.

Individual action and leadership are encouraged by the council's structure. Thus, committees may be established by two or more individuals, subject to approval of the board of directors. Committees make recommendations to the board, and the board must vote on all such recommendations.

This ease with which committees may be established has created opportunities for minority viewpoints to be researched and presented to member organizations. A good example is the population committee, organized at the 1970 annual meeting by a University of Virginia law student. This committee did an outstanding research job and prepared several position papers. After considerable discussion, the board adopted a legislative program focusing on population regulation (abortion, birth control) for the 1972 assembly. A somewhat weakened version of this program was approved by the legislature.

The council structure encourages independent action by individuals up to a point. The activist will occasionally find his well-researched and well-considered views questioned, modified, or rejected by the board. This happened to the wetlands committee leadership; over several years they did an outstanding job of

developing and promoting a legislative package. But the board, for reasons of practical politics, decided on a compromise. Bitterness resulted. It was not a fault of the council structure, but simply because different people have different opinions.

The CCVa also faces other, more practical, problems. Foremost is lack of money. As a lobby, CCVa is not tax deductible, so it receives no major gifts. It does not wish to compete financially with its constituent organizations by selling memberships. Operating money comes from "contributions" from participating organizations. Special fund-raising drives (which can often be handled through tax-deductible channels) are conducted for individual projects such as court cases. Funding is inadequate to produce a regular in-house newsletter, or to hire staff. CCVa finds help in both these areas from the regional, tax deductible (but also-not-very-rich) Central Atlantic Environment Service. The CCVa feels that a change in the tax laws affecting public interest groups is long overdue.

A related problem is that CCVa is entirely volunteer. Citizen interest can be stretched only so far into citizen activity. Lobbying teams can be enticed to Richmond only so often. Thin pocketbooks, the scarcity of babysitters during daylight hours, unsympathetic employers, etc., all limit what the volunteer can do. The only answer is more money, better organization, and more troops.

The volunteer problem peaks when an organization must choose a president. CCVa would profit if presidents served longer terms or would run for re-election. (CCVa's first president worked for a state university and was pressured by a state-employed dean

to back the council away from criticism of the state's top air pollution control officer. The second president worked for a tax-deductible environmental agency; his boss voiced concern about his environmental lobbying activities and about confusion of the organizations he might seem to represent in public statements.) Officeholding also places great demands on family budgets.

The president's basic job is to work with other volunteers to make CCVa function. He or she tries to ensure that committees produce, board meeting notices are mailed, knowledgeable citizens appear to speak at meetings, and constituent organizations get representatives to Richmond at critical moments. Presenting CCVa views in Richmond is not the president's chief concern. Without operation-oriented officers, the structure would fail to function; again, money and staff would help enormously.

Enjoying early success, the CCVa was approached by many groups that wanted to join -- including some which had environmental concerns but no programs. Almost all were accepted as members.

Recently, some organizations are rarely or never represented at board meetings. Although a quorum has always turned out (a majority of the board constitutes a quorum), the margin is sometimes slim. The council may have to beef up its efforts to secure full attendance, or else prune the roster.

At present, council weaknesses exist more in theory than in fact. Its problems are largely those of rapid growth. In four years, CCVa has gained about forty member organizations with a combined membership of over 300,000. The CCVa council has made abundantly clear that environmentally concerned citizen groups can be extremely effective once they are properly organized. CCVa has also narrowed the various gaps separating "traditional" con-

servation groups, the "new environmentalists," and other environmentally-concerned civic organizations.

West Virginia Clean Streams Program: A Case History of Cabell County

The disposal of solid waste in many of the streams of West Virginia has partially marred the area's natural beauty. In early 1970, the West Virginia Department of Natural Resources, in conjunction with several county governments, initiated a countywide stream cleanup. The Cabell County Court asked the county agent of the West Virginia University Extension Service to serve as coordinator for Cabell County.

Even though much of the actual work was to be done by Neighborhood Youth Corps members through a Department of Labor grant, all sponsors realized that general citizen involvement was the only long-term answer.

A small group toured some county streams, photographing stream conditions. A public meeting, voluntarily advertised by newspaper, television and radio, was conducted. About fifty interested citizens attended.

At this meeting, the slides of stream conditions were shown and the general purpose of the clean streams program was explained. Forms were passed out for individuals to indicate if they were willing to participate and to denote their areas of environmental interest or expertise.

Since this meeting, a constant environmental movement has been underway in Cabell County. Community members have attended public meetings in schools, where they received brief orientations, and made suggestions and comments. Volunteers have served as re-

source persons and have made the physical arrangements for these meetings.

Two 4-H Clubs conducted a contest for posters depicting environmental problems. They posted signs in public places with information about a community environmental meeting. In one community, they conducted a drive to ask farmers for burlap sacks to be used in the stream clean up.

Written permission had to be secured from landowners to cross their property to reach polluted streams. Over 450 of these easements were secured by a women's club and individual volunteers. The local Jaycee chapter provided much leadership: one member served as vice chairman and others served on the coordinating committee.

A company loaned a truck to be used on a daily basis to collect the refuse. One person hauled trash in his own vehicle when his working schedule permitted. The City of Huntington allowed refuse to be deposited in its sanitary landfill at no cost.

A brochure explaining stream cleanup was composed by a high school civics class, and a class in printing turned out over 2,000 of these brochures at no cost to the effort.

Several Marshall University faculty members volunteered. In addition to serving on the general coordinating committee, biologists and engineers conducted orientation classes for the paid Neighborhood Youth Corps (NYC) members. These classes included information about streambank hazards like harmful snakes, plants, and insects; the danger of skin contact with industrial or sewage discharges; and general hazards like broken glass and rusty metal.

As a side benefit, weekly educational sessions were conducted with the NYC participants on problems such as VD, law and society, and job application procedures. Volunteers coordinated this training and scheduled the speakers.

Heavy leather working gloves for the youth were donated by a corporation.

Governmental agencies contributed in many ways. The local health department gave free inoculations against water-related diseases and conducted training sessions with NYC participants and supervisors. Maps and technical expertise were provided by the Army Corps of Engineers. A West Virginia Army National Guard helicopter unit did an aerial survey of solid waste in county streams. The law enforcement division of the Department of Natural Resources followed up on cleaned streams to prosecute flagrant polluters. And the West Virginia Department of Highways provided trucks to haul the debris.

Volunteer efforts have substantially contributed to a local awareness of environmental problems. Many calls reporting environmental problems have been received by enforcement agencies. Several people have started cleaning up their own property. The streams cleaned have not been littered at the rate they were prior to being cleaned. The Cabell County Court has budgeted money to cover incidental expenses for the continuing program.

Over the last two years, the NYC volunteer effort has resulted in the removal of 7,600 bags of trash and 360 large household appliances. Household interviews concerning disposal of garbage and trash have been conducted with 1,166 families. Over 180 miles of stream have been cleaned. Ten acres of Ohio river-

front area have been cleaned and made useful for recreational purposes.

Various minor problems arose over the past two years, but almost all were overcome through the coordinated voluntary effort of individuals, civic organizations, and governmental agencies.

Volunteer Recycling Center in Washington, D. C.

In the fall of 1970 Tommee Tod of the Washington, D. C. Ecology Center and Edith Poor of Concern, Inc. began planning a volunteer recycling center. The problems they faced are common to all such centers.

First, they had to find a collection site that was accessible by car, had parking spaces, and was not too near any homes. Second, markets had to be found for salvaged paper, glass and metal. Then transportation from the collection site to the markets had to be arranged. And, finally, they had to find and organize volunteers to operate the collection center.

Several months were required to find a location (in a supermarket parking lot), to locate markets for used paper, aluminum and glass, and to hire a salvage dealer to do the hauling.

The choice of operating days was based on times convenient for both the working public and for volunteers. Ideally, of course, a center would be open at all times, but this is possible only if no attendants are required. Unmanned systems tried in other cities have not been wholly successful; collection bins often attract unusable items. There was no money to hire a full-time recycling staff, and it was apparent that revenue from the center

would not cover salaries. So it was decided to open the center every Saturday and Sunday. Alternate weekends were considered, but it was thought that this would confuse the public as well as the volunteers.

The next decision was to determine the hours of operation. There were fears of being open either too long, thereby boring or discouraging volunteers; or not long enough, thereby losing potential business. The hours from 10:00 A.M. to 4 P.M. were selected for trial.

Six hours seemed too long to ask a volunteer to serve, especially those doing heavy manual labor, so two three-hour shifts were adopted.

Volunteers for the first few weekends of operation were recruited through notices in the Ecology Center newsletter (circulation there of 500 to 800), public service announcements on radio, and from the ranks of regular volunteers of the two sponsoring organizations.

After the center opened on 20 March 1971 new volunteers were gleaned from persons who brought in bottles, cans and newspapers. One or two workers would circulate among contributors, asking if they could help on some future weekend. Potential helpers' names, phone numbers, available hours, age and sex were recorded. (The last two items were necessary because tasks ranged from breaking glass with sledge hammers to carrying stacks of newspapers to sorting bottles by color.) Two women served as volunteer coordinators. Early each week, they called persons on the list, stopping when they had commitments from twice as many workers

as were actually needed. (The two-to-one ratio was based on past experiences with volunteer reliability.) The coordinators made sure that each shift had at least two strong men to crush glass.

During the first several weeks, either Tommee Tod or Edith Poor was at the center during opening hours. Later, as more persons became familiar with the routine, a list of supervisors was prepared. One was placed in charge of each of the four weekend shifts.

The center has now been operating for over a year. In that time, it has changed location, switched collection and transportation systems, endured criticism and enjoyed praise. Tommee Todd has moved to another city, and Edith Poor, now involved in a wide range of solid waste issues, is much less active in the center. The persons responsible for coordinating volunteers have changed more than once.

Despite the many changes, the center has functioned quite smoothly. There is a core of five to eight people who work almost every weekend. About half of these have been deeply involved from the beginning. Other volunteers are recruited, but most seem to lose interest after one or two shifts. Getting enough help has always been a problem but not a severe one. There was concern that volunteer interest would decline greatly during the cold winter months, but it didn't.

Enthusiasm has, of course, dropped from the level of the first months. Meanwhile, over ten new ~~centers have opened in the~~ Washington area. The new centers employ volunteer organization methods similar to those of the D. C. center, but with variations.

The Tyson's Corner, Virginia center is run by four environmental and civic groups. Each group is responsible for operating the center one weekend per month. The Vienna, Virginia center is operated by a consortium of churches, scouts, and civic groups. One group is responsible for marshalling volunteers each weekend. The Lyttonsville, Virginia center had problems getting enough volunteers until it organized students from several high schools. Usually, one or two adults are also present. On the other hand, the Arlington, Virginia center found that relying mainly on high school students did not work over the long run.

In conclusion, getting volunteer help for recycling in the Washington, D. C. area has been a success. It remains to be seen whether the interest will last. Most of those involved feel that although volunteer recycling centers are definitely not the final answer to our solid waste problems, they are of great value in bringing the concept of resource recovery before the public. For many, recycling is the first step in a deepening commitment to the solution of environmental problems.

The Illinois Prairie Path

When the Chicago, Aurora and Elgin Railroad (CA&E) was forced to abandon its electric commuter service between the Fox River Valley and the Chicago Loop, a swath of unused land was left stretching west from Elmhurst to Wheaton where it branched northwest to Elgin, and southwest toward Aurora.

Many proposals were heard during the next five years on how the land should be used: for a highway, for additional utility

lines, or for extensions of adjacent private property. Mrs. May Theilgaard Watts, the retired naturalist of the Morton Arboretum, teacher, and author, saw another possibility. In a letter to the Chicago Tribune 25 September 1963, she wrote of the English tradition of public footpaths and described the opportunity to create such a pathway on the CA&E right-of-way.

Mrs. Watts' letter provoked an enthusiastic response. Interested persons from Napierville, Wayne, St. Charles, Geneva, Elmhurst and Morton Grove (communities through which the path would pass) formed a nonprofit group incorporated in 1964 as The Illinois Prairie Path (IPP). They acquired a seal, stationery, bumper stickers, path markers and an excellent ten-minute film strip (made with the help of the Open Lands Project and a film company). Projectors were donated by a manufacturer. The film aroused wide support for the project when shown to hundreds of residents and officials in the concerned communities. Spring and fall field trips were conducted by experts in natural history. On one of the first annual walks (October 1965) several hundred persons participated in twenty-three specialty field trips.

The publicity was only a small part of IPP's efforts. A major task was to determine the ownership of the route. This was an intricate web of stale claims, easements, outstanding tax bills and reversionary interests. Commonwealth Edison and the Northern Illinois Gas Company held perpetual easements. The DuPage County Board of Supervisors had begun buying parcels of land. Along with their power of condemnation, these purchases would give them title to the entire strip. The county wanted it for future "multiple use." Appeals to the Forest Preserve and Nature Conservancy

were unavailing. The former was unable to use funds and staff because of the wires and pipe lines strung along the route. The latter had their sights fixed higher than an old railway track. The only hope was a lease from the county board.

Commonwealth Edison gave vital assistance by sharing its easement with the path. Local residents helped solve such specifically local problems as zoning and condemnation suits. Many hours of volunteer help were donated to publicizing the path. Radio, television, lectures, letters and other publications were all utilized. Enthusiasts wrote Washington and received encouraging letters from the Illinois senators, and Secretary of Interior Stewart Udall. President Johnson mentioned the Illinois Prairie Path as an example of enlightened citizen action in his Message on Natural Beauty in Our Country.

DuPage County purchased the major portion of the route for \$400,000 from the CA&E. Commonwealth Edison and the Northern Illinois Gas Company conveyed their interests to the county, subject to easements for then existing lines.

In May 1966 IPP was given a twelve-year lease. DuPage offered the municipalities the opportunity to lease the right-of-way within their borders--with the provision that a minimum ten-foot strip be reserved for the Illinois Prairie Path.

A planning committee was formed which assigned sections of the path to the care of volunteers. Participating groups include girl scouts, boy scouts, the Izaak Walton League, the Prairie Club, the Friends of Our Native Landscape, the Sierra Club, garden clubs, the Illinois Audubon Society, the DuPage Audubon Society,

a cyclist group, a public school, a college biology department, a community, families, a prairie specialist, etc.. These volunteer custodians work in cooperation with IPP to clean up trash and to plant and develop rest areas and other features. In the fall of 1971, the path was declared a National Urban Recreational Trail.

Signs, mailing materials, and the necessary general public liability insurance policy are paid for with membership dues. Tax-deductible status for the path (as an educational charitable institution) was achieved. There are a few restrictions: no motorized vehicles (except county and utility), no alcoholic beverages sold or used, no flying of kites or model planes (because of the high tension wires), and no guns.

A board of directors deals with problems like surface improvement, bridging streams and highways, and enforcing the rules. A small force of "security observers," authorized by state and county police departments, reports infractions of path regulations.

An additional twelve-and-a-half-mile strip was purchased by the Kane County Forest Preserve District, through the Illinois Conservation Department, in 1972. The IPP has been granted permission to use this in perpetuity.

The last gap in the path is a four-and-a-half-mile strip in Cook County. It is for sale for \$1 million by the railroad's successor company, the Aurora Corporation, that no longer wishes to pay taxes on it. The IPP is now actively soliciting support to acquire this important missing link.

CHAPTER V
HOW THE EPA RELATES TO THE VOLUNTEER EFFORT

One mandate of the Environmental Project was to examine how local voluntary environmental programs "would best relate to the programs of EPA - regionally, locally and nationally." To this end, we carefully examined current relationships between EPA and environmental groups. We found both encouraging examples of cooperation and glaring weaknesses.

Our study had three foci:

- EPA programs specifically designed to assist citizen environmentalists,
- contact between EPA's regional offices and citizens,
- and management of regional and national public affairs programs.

We studied EPA's public affairs offices because most public contact emanates from these offices and because citizens usually call a public affairs office when they need information.

Short questionnaires (appendix B) were sent to each EPA regional administrator, asking about the type and amount of direct contact his office has had with citizen groups. In addition, public affairs officers and/or the regional administrators in five EPA regions (Philadelphia, Denver, San Francisco, Atlanta, and Kansas City) were interviewed. We also questioned key individuals in the national Office of Public Affairs.

The questionnaire we mailed to environmental organizations contained several questions on relationships with EPA (appendix A). In our interviews with citizen leaders in each state of Regions III and VIII, and in one city each in Regions I, IV, VII and IX, we asked about the quality and frequency of citizen contacts with EPA offices. We also asked what EPA should be doing to assist volunteer groups.

There is a brief summary in this chapter of what citizen leaders said about EPA. Interview summaries for each region are followed by the summarized questionnaire data for the same region. Interview data appears in roman type; questionnaire data in italics.

As in chapter three, all interview data represents the perceptions of those interviewed, and not necessarily the viewpoint of the steering committee.

THE BREATHERS' LOBBY

For several years, the National Air Pollution Control Administration, and later EPA, have contracted with organizations such as the Conservation Foundation, the National Tuberculosis and Respiratory Disease Association, and the League of Women Voters Education Fund to sponsor national, state and regional workshops on air pollution. After passage of the Clean Air Act of 1970 (which required states to submit air quality implementation plans within nine months after standards were set), a decision was made to contract directly

with local groups to sponsor workshops. The goal of this first stage of the Breathers' Lobby was to prepare citizens for participation in public hearings and in the development of the states' plans.

Ninety-one contracts to local groups were awarded. With a few exceptions, organizations in the largest and most densely populated states (and the states with the severest air pollution) received the most grants. No grants were awarded in eight states: Arizona, Hawaii, Iowa, North Carolina, North Dakota, Vermont, Virginia and Washington. The local groups receiving awards were selected by representatives of the national Office of Public Affairs who personally contacted local affiliates of organizations which had participated in earlier grant programs. The rationale for this approach was that the interest and expertise of these national organizations was probably shared by local affiliates, and that the local groups would be viable and have the resources to carry out the programs.

Although the committee considers the Breathers' Lobby program a success, a consultants report (appendix C) did criticize the following:

- Several of the organizations originally contacted by EPA representatives felt they were offered insufficient lead time to prepare the required proposal, and were therefore unwilling or unable to do so.

- It was not generally known that money was available for such programs. In some cases, participants in the program felt that the group receiving the contract was not the most effective in the community. In addition, many groups were overlooked that had worked hard for air quality but were not affiliated with national organizations.
- Provisions were made for local groups to be reimbursed after their final reports had been submitted. This procedure discriminated against groups with the personnel, but not the ready cash, to participate.
- Contracts restricted the use of funds to administrative purposes, and allowed only workshop speakers to be reimbursed for travel and other expenses. Workshop participants and those attending hearings had to pay their own travel expenses.
- The apportionment of contracts among states appeared determined more by the availability of groups that would submit proposals than by a logical EPA plan.

Taken as a whole, however, the Breathers' Lobby program was successful in developing a citizen constituency that could, in turn, help develop air quality implementation plans.

In several states, the experience apparently enabled citizen groups to expand and coordinate citizen participation in the development of implementation plans. We were told that proposed plans had been improved, or at least protected from weakening. In many cases, much larger groups of better informed, interested citizens will now be working for enforcement and improvement of the plans.

EPA has been saying for some time that it will soon begin the program's second stage. Grants of up to \$2,500 were to be awarded to citizen groups to watchdog the progress of implementation plans last April and May.

As of the end of September promised grants have not materialized and citizens due to receive grants have heard disquieting rumors that the program might be discontinued. We hope that this is not the case, and urge that the funds for these grants be released immediately.

The committee feels that the Breathers' Lobby is one of the Office of Public Affairs' most effective programs. It serves two purposes:

- It involves many citizens in supporting EPA's goals without demanding their support for a specific agency policy. The creation of an informed citizen constituency that supports strong air quality standards and implementation programs will make it easier for EPA to do its job.
- The program distributes small amounts of money to many groups that, in turn, produce a lot of work. The small size of the contracts insures the continued independence of these groups, while providing them with much needed financial assistance.

SUMMER PROGRAM FOR ACTION TO RENEW THE ENVIRONMENT (SPARE)

SPARE is a joint EPA/Department of Labor (DOL) program. Participants are usually youth from low-income urban areas. They usually come from minority racial and ethnic groups.

SPARE began in 1971--growing out of an earlier FWQA program. The plan was to involve some Neighborhood Youth Corps (NYC) participants in work that would help them to better understand the causes and effects of environmental problems in their own neighborhoods and in the world. (NYC participants, paid with DOL funds, are engaged each summer in a wide variety of work programs.) It was also hoped that SPARE would introduce participants to career possibilities in pollution abatement. EPA was to provide funds for supervisory personnel and/or equipment. DOL was to pay the participants' salaries.

The program had mixed results in its first year. EPA was also in its first year and in the throes of organization, which may explain some of the problems. SPARE was shifted from one branch of EPA to another in midsummer. Personnel and office space were juggled, and the relatively meager promised funds were late in materializing. The shortage of funds resulted in a staff shortage, which meant that participating cities did not get the expected technical and program development assistance. It also meant that some cities did not receive funds for supervisory personnel until well into the summer. In some cases, funds did not arrive until the programs were over.

The result was that SPARE was largely what a community decided it was to be, and was very dependent on what resources a community could muster.

Despite these problems, SPARE had some notable successes. A report done for EPA by the Trans Century Corporation, "SPARE: The Challenge Remains," states that community involvement in the planning stages was a key ingredient in most successful programs.

Two programs Trans Century called successful were:

- Cleveland's Cuyahoga Community College SPARE program: participants designed much of the plan for surveying and improving open space recreational areas in their community and also did the actual surveying. They could see the results of their work and became so interested that they volunteered their free time to get the job done.
- St. Louis's SPARE program: input was sought from a wide range of community interests; including St. Louis University, municipal officials, environmentalists, etc. The program focused on the environmental health problem of lead paint poisoning. It was planned well before the summer began.

Make-work type programs, imposed on participants by program officials, appeared to be the least successful.

If the stated intentions of the 1972 program are adhered to, it seems likely that some of the mistakes made in 1971

will be avoided. More funds are available this year (\$250,000 rather than \$100,000). Participating communities are to receive funds when their proposal is approved by EPA. The Green Power Foundation (based in the Watts section, Los Angeles) has received a contract to provide technical and planning assistance to cities with SPARE projects. NYC participants are to be given a choice of working on SPARE, or on other NYC projects. The programs will focus on the youths' neighborhoods, and input from the young people in planning their own project is to be encouraged. The programs must have tangible results or be completed this summer and should, if possible, relate to several aspects of environmental concern.

The committee feels that SPARE has great potential as an educational program that reaches people not usually identified with concern about the environment.

YOUTH ADVISORY BOARD

In the fall of 1969 when Senator Gaylord Nelson's concept of a national Earth Day was gaining momentum, Walter Hickel, then Secretary of the Interior, reportedly mentioned how he liked the idea of youth involvement in environmental matters. He is also reported to have said during a staff meeting that he wished the Department of the Interior had beat Senator Nelson to the idea.

The Federal Water Pollution Control Administration (FWPCA) proposed creating a youth advisory group to its own programs. Carl Klein,

assistant secretary of the interior for water quality and resources, relayed this suggestion to Secretary Hickel. In late November 1969 the Student Council on Pollution in the Environment (SCOPE) was created.

As originally conceived, there was to be a SCOPE in each of the nine FWPCA regions. In addition, SCOPE was to have two representatives in Washington, D.C. Every state was to have one representative on a regional SCOPE, and each region was to have a representative on a national SCOPE. Representatives to the national SCOPE were to be selected by the FWPCA director of each region. The national SCOPE was then to elect the two Washington representatives from its own ranks. These two were to be salaried interns, serving one year terms staggered at six month intervals.

To build support for SCOPE, meetings were held with students in each of the FWPCA regions. Delegates represented universities, colleges and high schools. The delegates elected representatives to the regional SCOPE. Regional representatives were instructed to meet in January 1970 to elect a representative to the national SCOPE.

As it turned out, all elections were, at best, advisory. All members of the regional and national SCOPEs were selected by the FWPCA regional directors.

Early in 1970 the SCOPE program was removed from FWPCA direction and placed under the Department of Interior's Task Force on Environmental Education and Youth Activities. Its

mandate was broadened to include all aspects of environmental concern, not just water pollution. This broadening was official recognition of a situation that already existed.

Although it was always understood that SCOPE would act in an advisory capacity, its functions were never delineated. The national SCOPE did not really become active until nearly a year had passed. Meanwhile, SCOPE moved from the Department of Interior to EPA. It was soon clear that SCOPE was too active for EPA: on several occasions, SCOPE made public its dissatisfaction with agency behavior. This public criticism encompassed other federal agencies as well as EPA. The administrator began receiving a variety of complaints. When the pressure became great, SCOPE was dissolved. It was replaced with a new structure called the Youth Advisory Board (YAB).

YAB is a weakened version of SCOPE. It is not, for example, permitted to criticize EPA or the federal government except on an in-house basis. When YAB members speak within EPA, they do so as "private citizens." When they speak for public consumption, they are subject to the same rules that govern regular EPA employees. YAB members have apparently had few qualms about expressing frank criticism on an in-house basis. And on more than one occasion they have found ways to circumvent the strictures on public criticism.

SCOPE was able to carry out any projects it wished, subject only to some difficulty in obtaining funds from the appropriate regional office. YAB is not empowered to initiate any projects,

not even to publish brochures or periodicals.

Many YAB members are unhappy about the changes involved when SCOPE became YAB. Several implied that the goal was to make the group ineffective. When the change occurred, some of the most active SCOPE members resigned.

The committee also deplores this transformation. In House Report 91-1731, "The Role and Effectiveness of Federal Advisory Committees," the House Committee on Government Operations states:

...Public advisory committees dealing with public policy issues should be as independent as possible and free from influence from the source of their appointment.

Members of a committee and its staff must be as free as possible from collusion or conflict of interest. Committees must not acquire a feeling of being obliged to defer to any authority; otherwise they cannot do an objective task of reviewing the problems or programs belonging to that authority or problems affecting that authority.

The committee believes that if YAB is to be a true advisory board, it should:

- Have maximum independence from the agency.
- Have the freedom to make public its advice.

If YAB is not meant to be an advisory board, it appears to us to have little or no reason for existing.

THE PRESIDENT'S ENVIRONMENTAL MERIT AWARDS PROGRAM (PEMAP)

PEMAP is a national public relations program ostensibly designed to promote environmental activities in the schools by recognition of environmental projects. The program is

run by the Office of Public Affairs of EPA. Although EPA is responsible for the day-to-day management of the program, policy decisions are apparently made by the White House.

PEMAP is a twelve month program, running from the opening of one school year to the opening the next. It originally involved only high school students but has recently been expanded (apparently upon direction from the White House) to include children in grades one through twelve who participate in environmental service projects in their schools, their camps or their youth organizations.

The awards program is locally oriented and locally administered. This means that development of awards criteria and the evaluation of projects are handled by a local awards panel selected by the principal, camp director, scout director, etc.

The awards panel may designate any project eligible that involves educational achievement, community service, environmental awareness or public affairs, or is concerned with planning, preservation, control or restoration. The panel may interpret these terms in any way it wishes. The only criterion appears to be that the project has accomplished something. The panel decides which of the two unsigned awards the individual, group or school deserves:

- The President's Environmental Award: presented for having taken part in a program.
- The President's Special Award for Environmental Excellence: presented for major achievements in a program.

The first few awards were presented in the spring of 1972, with appropriate publicity, by the president's daughter Julie Eisenhower. Another 4,000 awards have been presented to individuals, advisors and schools. (Out of 20,000 schools queried slightly more than 2,000 decided to participate.) According to an EPA staff member, a maximum of 30 percent of the programs were substantive. In at least one case, the awards presentation featured the achievements of the adults involved in the program and awards to the children appeared to be presented as an afterthought.

Originally the awards were to be presented by national celebrities belonging to a PEMAP advisory board. But the majority of the celebrities invited to join the board apparently declined. Most members of the current advisory board are sports figures. The board was evidently constituted at such a late date, however, that its members were not free to make the award presentations around the country.

A few of the awards were presented by legislators. EPA Administrator Ruckleshaus presented some in New York. The majority of the awards were presented by regional EPA staff who were upset because they had had no input to PEMAP in their regions. To some degree the selection of regional staff was a placebo, used along with a promise that they would play a larger role in the program in the future. YAB members were also asked to participate in PEMAP in an advisory, public relations capacity. To date they have all declined. We were

told they declined because they consider PEMAP to be public relations fluff, without usefulness or substance, and carried out by people with little interest in or knowledge about environmental problems.

PEMAP is currently being reorganized. The former national coordinator has apparently been made a scapegoat for a number of problems, problems due partly to underfunding and understaffing. There were formerly two professional staff members. The budget was \$70,000 and the entire program was managed from the national offices of EPA. Since the reorganization began, PEMAP has been given greater importance. The professional staff has been increased to four, with two more about to be hired. A member of the public affairs office in each region will be assigned to PEMAP. In addition, a much larger budget is anticipated for fiscal year 1973 to handle the expanded program. Given the current cutback in public affairs (discussed later in this chapter) the expansion of the PEMAP program is even more significant.

The committee feels that PEMAP has laudatory potential for encouraging youth involvement in environmental issues. As currently administered, however, we feel that it is little more than a public relations gimmick. Given the lack of criteria for making awards, it is difficult to see how PEMAP will encourage environmental programs. Because of the problems (of awards criteria and selection) that PEMAP has had during its first eight or nine months, it seems unwise to expand the program so rapidly.

HOW CITIZENS VIEW THE EPA -- a summary, on a regional basis, of interview and questionnaire data.

Region III

Pennsylvania: Most agreed that Region III has been doing a much better job than previously in its citizen relations. Those who had had direct contact with the Citizen Participation Unit were enthusiastic. Many people in the western part of the state felt that Region III was still usually making only superficial contact with groups, and that the flow of information was inadequate.

Virginia: Very little contact with EPA was reported. Few received regular mailings from the regional EPA office. The general feeling was that EPA had not demonstrated much interest in citizen involvement. (Since our interviews, an increased effort by the regional office to reach environmental volunteers in Virginia has been reported. More groups are now receiving mailings, including requests for their comments on proposed projects. The regional administrator has also met with volunteer leaders in Richmond to informally discuss environmental problems.)

West Virginia: At the time of the interviews, the major contact citizens had had with EPA was with the national office through the Breathers' Lobby program. This contact was considered very negative. Citizens felt that due to a misunderstanding, the grants had been given to the wrong organization. Groups have had very little contact with the Philadelphia Regional Office. (After the interviews took place,

citizen groups in Charleston were contacted by the regional office's Citizen Participation Unit.)

Maryland: Most environmentalists feel EPA has not been around long enough for them to judge its usefulness. They reported little or no contact with any aspect of EPA. One frustrating experience with the agency occurred in Allegheny County. A citizen group was promised money to hold an air pollution workshop. At the time of the interview (29 February 1972) the workshop had taken place, but the money had not yet been given.

Delaware: Very few individuals or groups had had any contact whatsoever with EPA. The exceptions are the clean air groups that have dealt with the national EPA office through the Breathers' Lobby workshops.) Several groups had written EPA for information on specific subjects. They were not entirely satisfied with EPA's response. Most of those interviewed suggested that EPA's problem is lack of a public image, rather than a bad image. (Since our interviews, the Philadelphia regional administrator has met with environmental leaders in Wilmington. We have had reports that EPA is more in evidence in Delaware, and that its image as an agency responsive to the public is improving.)

District of Columbia: Washington environmental organizations seem somewhat encouraged by the Philadelphia regional office's new interest in citizen efforts. But they are waiting for concrete results before committing themselves

further. Resentment was voiced of allegedly vague, impractical solutions EPA sometimes suggests to solve problems it does not understand.

Looking at Region III as a whole, over half of the volunteer environmental organizations that responded said they have no contact at all with EPA. Only 8.2 percent said they have a great deal of contact.

Of those organizations that do have some contact with EPA, half, when asked to rate the adequacy of their contact, said that their relations with a local or regional office are good, very good, or excellent. The other half said that their contacts are fair, poor, or totally inadequate. (An approximately equal number rated EPA at either end of the scale -- excellent or totally inadequate.)

When asked to compare EPA's helpfulness with that of other federal agencies with which they have also had contact, most said that EPA was as helpful or better. Less than half rated EPA's helpfulness as fair, poor or totally inadequate in comparison to other agencies.

While over a third (40 percent) said that the regional EPA office had attempted to initiate and maintain contact with them, fewer said that they regularly received information and material from the regional office. (Groups are about equally likely to receive regular information from the national office as from a regional office.) Slightly more than one third of the groups have ever asked for regional office assistance.

Region VIII

Colorado: Some people feel that they have no backlog of experience with which to judge EPA. Others have had very helpful contacts with the national office (through the Breathers' Lobby program). Most agree that EPA has not been aggressive enough in reaching citizen groups outside of Denver.

Utah: The EPA has a generally favorable image. Although some had had no contact with the agency, others had had a lot of contact with the national office through the Breathers' Lobby program. One person said that EPA is proceeding very intelligently--"almost like they are not a federal agency"--in finding out what local people want and showing imagination in its public information program. Citizen leaders agreed that EPA should serve as an arbiter among federal agencies operating at cross-purposes.

Montana: Environmentalists do not like the way EPA is functioning. According to many, EPA's regional office in Denver has no understanding of conditions in Montana and is not interested in citizen input on environmental impact statements. The staff of the Denver office were said to make a favorable impression face-to-face, but after they leave (despite promises to the contrary), they're never heard from again. They are thought to be reluctant to give out concrete information about the Denver office -- nobody seemed to know whom to contact in Denver, what number to call, or where to write. (Even members of the state government noted

similar problems with this regional office.) The general feeling was that EPA representatives came to Montana largely to justify their jobs (i.e., to show that they were maintaining contacts outside Colorado), that EPA arranges conferences to seek citizens' advice but apparently ignores the advice. Most participants thought that EPA's Denver office is the least visible of the federal agencies with environmental responsibilities in Montana.

Wyoming: Most people know of EPA through the Breathers' Lobby. Dissatisfaction was expressed with the technical assistance EPA provided at these workshops. Citizens felt that the EPA representative had not adequately interpreted the Clean Air Act, nor was he able to answer many questions. Although a few had received information from EPA on special request, none was on a regular EPA mailing list.

North Dakota: Most of those we interviewed had had no dealings with EPA, except for attending an occasional talk by someone from the Denver regional office. It was universally felt that these talks were uninformative.

South Dakota: Although most of the persons interviewed had little contact with EPA, only four out of twenty-two stated they had had no contact. Most knew of EPA through the Breathers' Lobby or through water quality enforcement hearings held in the state. A few received regular mailings from the Denver regional office (including Corps of Engineers permit application

notices). Several people noted that requests to the Denver office for information or to ask that the monthly bulletin be sent to a new address produced no response.

Of the organizations surveyed in Region VIII, over half said that they had no contact with EPA. Seventeen percent reported a great deal of contact. Of those organizations with at least some contact with EPA, less than half, when asked to rate the adequacy of their contact, said that their relations with a local or regional office are good, very good or excellent. The rest rated their contacts as fair, poor or totally inadequate.

(The 17 percent of organizations in Region VIII reporting a great deal of contact with EPA, may be contrasted to the 8.2 percent of organizations in Region III which report a great deal of contact. These figures are exactly the reverse of what we might have expected on the basis of interviews and research on the regional offices. The difference is probably not as great as it appears, however, when one considers the impact of Pennsylvania on Region III figures. Pennsylvania organizations made up almost two-thirds of the list for Region III and included a great many small, local organizations such as rod and gun clubs that do not ordinarily seek or have a lot of contact with the federal government. [Nineteen percent of the organizations surveyed in Pennsylvania are recreational, compared to 10 percent nationally and 4.2 percent in Region VIII.] The Pennsylvania list probably pulled the percentages

of organizations having close contact with EPA in Regions III and VIII much more closely together than they would have otherwise been.)

When asked to compare EPA's helpfulness to that of other federal agencies with which they have also had close contact, most in Region VIII called EPA as helpful or better. Less than half said EPA was only fair, poor, or totally inadequate compared to other federal agencies.

About one-third said that the regional EPA public affairs office has attempted to initiate and maintain contact with their organizations. About the same number said that they regularly received information and material from this office. A few more said they have turned to a local or regional office of EPA for assistance.

Metropolitan areas

Birmingham, Alabama (Region IV): Only three groups reported any members on a regular EPA mailing list. Breathers' Lobby workshops had been held in Birmingham, as well as in Huntsville and Mobile. It was felt, however, that there is not enough interaction with EPA--that EPA avoids direct contact with citizens and prefers to deal with other governmental agencies. Because of this, they said, EPA loses potentially valuable feedback from the public. It was suggested that EPA could improve its image by giving citizens greater, easier access to information.

St. Louis, Missouri and Illinois (Region VII): The dominant view was that EPA has had little positive impact on the St. Louis metropolitan area. A number of those interviewed are convinced that EPA

is yielding to pressure from industry. They said EPA bends over backwards to not enforce anti-pollution laws. Virtually everyone believed that the previous regional administrator had been fired for being too effective.

Most volunteers knew of one or more instances when representatives of the EPA regional offices in Chicago or Kansas City visited the St. Louis area. But most volunteers thought that the representatives came only so they could prove to superiors that grass root contacts were being maintained. EPA people visiting St. Louis were said to be polite and attentive, but uninterested in following through on suggestions.

San Francisco, California (headquarters for Region IX): Relationships with this regional office range from indifferent to poor. EPA's public contact activities are generally seen as "reinventing the wheel." Those interviewed said that most materials this EPA office hands out could have been written ten or twenty years ago. Environmentalists stated that even when they request it, they get very little assistance or information. They occasionally get a reaction, they say, if they talk directly to the regional administrator.

When we combined the organizational questionnaire results for the three metropolitan areas surveyed, we found that, as in Regions III and VIII, over half of the organizations reported no contact with EPA. The majority of organizations that have had contact with EPA rate this contact as only fair, poor or totally inadequate. Over half rated the helpfulness of EPA (in contrast to other federal

agencies) as fair or poor.

Fifteen percent of respondents in the three metropolitan areas said that a regional EPA public affairs office has attempted to initiate and maintain contact. And slightly more than half of this small number said that they regularly received information and materials from a regional office. These figures contrast with Region III and Region VIII, where the percentage of organizations that said that a regional public affairs office had attempted to initiate and maintain contact was double that of the metropolitan areas. And four times as many received regular mailings.

Small communities

Amherst, Massachusetts: The EPA is thought by groups here to have little influence or power. Citizens believe that the EPA regional office in Boston does not consider enforcement one of its major functions, and EPA apparently has so little impact in western Massachusetts that one participant who is quite active at the state level did not even know where the regional office was located. Quite a few people said that it is common opinion that EPA's Boston office maintains a low profile because it is vulnerable to political pressure.

With only eight respondents to our organizational questionnaires in Amherst, our data must be treated very tentatively. Half of the respondents reported some contact with EPA, none reported a great deal of contact. Of those who reported contact with EPA, half said this contact is not helpful and half said the contact is somewhat helpful.

Three fourths of the groups said that they regularly

receive information and materials from their regional office, and almost two thirds said that the regional public affairs office has attempted to initiate and maintain contact with them. Less than one quarter reported that they had turned to a local or regional EPA office for assistance.

Durango, Colorado: Citizen leaders in Durango reported almost no contact with the EPA.

(There is insufficient questionnaire data to report here.)

During our interviews with citizens, several things became apparent:

- Many grass roots environmental organizations do not understand EPA's areas of responsibility. Dissatisfaction was frequently expressed because the agency had not done something that is actually far outside its legal jurisdiction. A typical complaint, for example, was that EPA had not rejected a given environmental impact statement.
- Many of those more knowledgeable of EPA's mandate having withheld judgement for a long time while EPA went through its organizing stage, are no longer willing to "wait and see." Many expressed dissatisfaction with what they view as the weak manner in which EPA is pursuing its stated goals.

- Responses to citizens' requests for information are considered to be frequently slow and inadequate.
- Many of those interviewed felt that much of the written material produced by the agency was either:
 - a) propaganda for the agency,
 - b) on such an elementary level that it is useless to the knowledgeable volunteer, or
 - c) so technical it is difficult for the volunteer to understand.
- Many felt that the most productive assistance that EPA could give to citizen groups would be financial. (Most of those we talked with were not afraid that financial support from a government agency would inhibit their activities.)

PROGRAMS OF THE REGIONAL PUBLIC AFFAIRS OFFICES

The EPA (on paper at least) has adopted a strong policy of regionalizing its operations. But almost all of the regional officials we interviewed agreed that there is some confusion of authority between Washington and the regions. While they all stated that most decision-making takes place in the regions, this does not appear to be consistently true. In the case of the approval of air quality implementation plans, for example, the decisions were made at the national level with some input from the regions.

We were told by some EPA regional officials that all enforcement action is handled at the regional level. Other

TABLE 37

Environmental Groups' Relationships with EPA in
Regions III and VIII and in Metropolitan Areas Studied

Question	Region III		Region VIII		Metropolitan Areas	
	% Replying Yes	% Replying No	% Replying Yes	% Replying No	% Replying Yes	% Replying No
Have you turned to the local or regional offices of the EPA for assistance?.....	34.4	59.5	37.7	57.4	32.6	65.2
Has the <u>regional</u> EPA public affairs office attempted to initiate and maintain contact with your organization?.....	36.6	54.7	32.0	59.8	15.2	84.8
Do you regularly receive information and material from your <u>regional</u> EPA office?.....	29.0	64.7	34.4	60.7	8.7	84.8
Do you regularly receive material from the <u>national</u> EPA office?.....	24.5	67.7	22.1	70.5	17.4	73.9

FIGURE 1

Environmental Groups Rate the Adequacy of their Contact with Local or Regional EPA Offices.

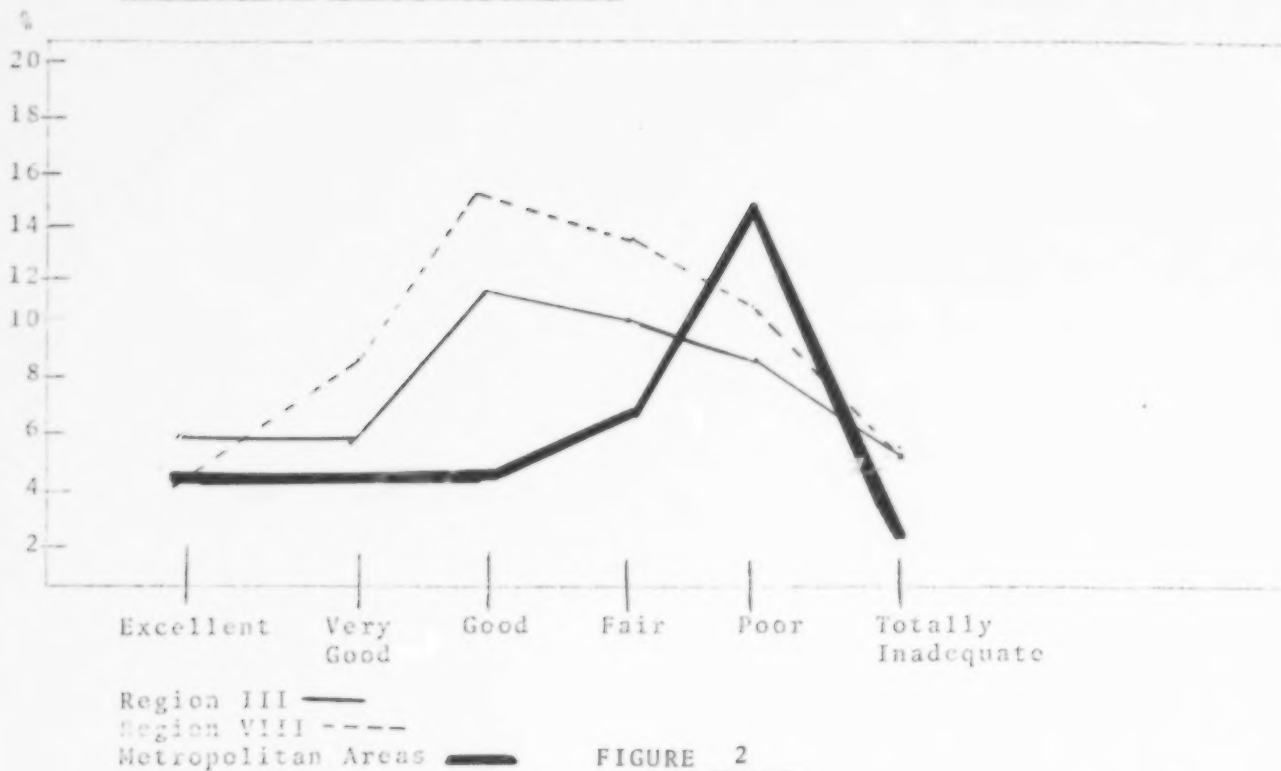
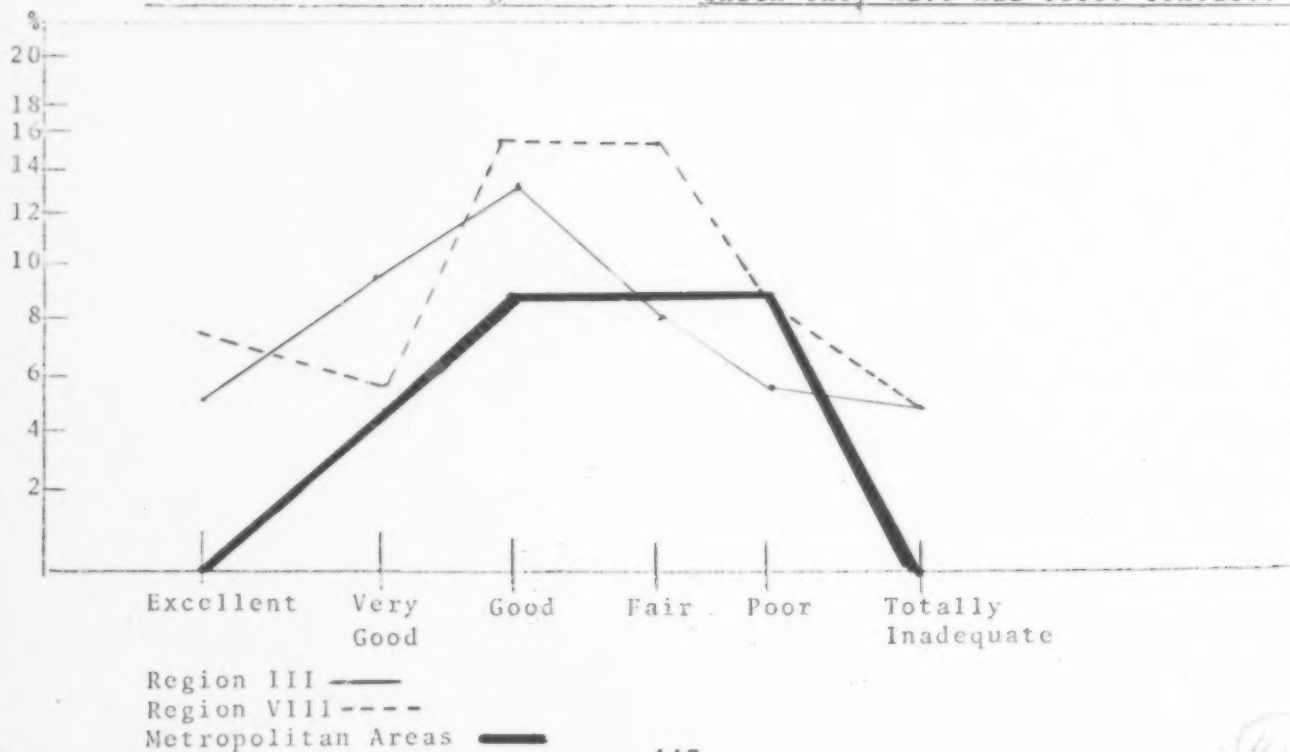


FIGURE 2

Environmental Groups Rate the Helpfulness of the EPA in Comparison with Other Federal Agencies with which they have had close contact.



regional officials, however, told our staff that all enforcement or potentially controversial actions must be cleared by the national office.

As a result of the lack of clear definition of "regionalization," environmentally active citizens are frequently confused about where they should go to influence agency policy. As a result of regionalization, there is an almost total lack of policy direction concerning public affairs and information programs. No money is specifically allocated to the regions for public affairs. Such money must come out of the regional administrator's administration and management fund and public affairs activity competes with other administrative needs. The quality of regional public affairs programs, therefore, depends largely on the importance attached to them by the regional administrator.

National and regional public affairs activities are officially coordinated through the Regional Support Division of the national Office of Public Affairs. Through this division, money is allocated to the regions for specified nonbudgeted projects like television spots and publications. The national office is also responsible for keeping the regions informed of federal actions that will affect them, but it can merely encourage specific types of regional programs. Regional public affairs officers are entirely responsible to their regional administrators.

Table 38 summarizes the replies to the questionnaire mailed to all regional administrators on January 10, 1972.

TABLE 38

Public Affairs Activities of EPA Regional Offices^a

Regional Office ^b	Number of O.P.A. Personnel ^c	Number of Environmental Organizations Identified by Office	Regional Newsletters?	% of Mailing List that is a Result of:		Requests per Month for Information
				Citizen Request	EPA Efforts	
Boston..... (1/24/72)	3 full-time 3 temporary or part-time	.....	.....	70	30	.....
New York (1/31/72)	6 full-time	"several hundred"	no	50	50	600 approx. (to all offices-not just O.P.A.)
Philadelphia (1/21/72)	7 full-time 8 part-time program people	500+	yes	30	70	100
Atlanta (2/15/72)	3 full-time	41	no	10	90	140
Chicago	7 full-time	2,000	yes	50	50	1200
Dallas (1/20/72)	5 full-time	24 approx.	.....	Most are a result of EPA efforts		75
Kansas City (2/14/72)	6 full-time	12 approx.	"being developed"	100	0	1000
Denver	7 full-time	300 approx.	yes	0	100	2400 by O.P.A. alone
San Francisco (did not reply)	.....	.....	.....	....	....	.....
Seattle (2/23/72)	4 full-time	.....	.....	Most are a result of EPA efforts		"hundreds"

^a As reported in response to questionnaires mailed to regional administrators on January 10, 1972.

^b Date questionnaire received indicated in this column.

^c O.P.A. = Office of Public Affairs

^d Does not include program personnel who serve a public information function through speech-making.

Data given in Table 38 and our own findings from extensive interviews with citizen leaders and EPA personnel suggest that the Atlanta and Dallas regional offices are virtually invisible to the general public. It also appears that the Atlanta, Dallas and Kansas City regions either do not have a great many environmental groups, or those regional offices have done a cursory job of identifying and/or maintaining contact with these groups. Interviews with citizen leaders and EPA personnel support the latter conclusion.

Several of the regions told us that their public information program includes supplying agency speakers to civic organizations. Some regional offices sponsor public meetings and briefings on specific regional issues. (At least half do not, however.) To our knowledge, there are no publications distributed by the regional offices that deal extensively with major regional environmental problems (i.e., no pamphlets on strip mining's environmental problems, uranium tailings disposal, etc.) Newsletter accounts and technical reports rarely fill such needs.

The Philadelphia office has what appears to the committee to be the only regional program designed to engender citizen participation in decision-making. The community services section of this office has two such ongoing programs: the Citizen Participation Unit and the Citizens Environmental Response Team.

The Citizen Participation Unit

This team maintains contact with citizen groups and serves them as a source of information. The unit currently consists of two part-time law students who were formerly active in the University of Pennsylvania Environmental Law Group.

The Participation Unit has started sending citizen groups summaries of environmental impact statements reviewed by the regional office. The letter accompanying these summaries states:

"Region III of the Environmental Protection Agency has found that citizen comments can be extremely useful in evaluating a project of this type, and we would like to invite your comments at this time...

We are not looking for massive displays of citizen support or opposition for a particular project. What we can use are comments that tell us WHY your group supports or opposes a particular project and WHY you feel it has a positive or adverse effect on the environment...

We understand that you may not have the technical experts available to do a detailed analyses of the project. What we hope to get from you is an indication of types of problems and types of ALTERNATIVES peculiar to your local situations-- in other words information which we may not be able to find from strictly technical reports and other information submitted with the official environmental impact statement."

In addition, the unit sets up informal meetings between citizen leaders in each state and the Philadelphia regional administrator.

The Citizens Environmental Response Team (CERT)

This is a team of eight people from the various program offices in Region III. Their job, simply stated, is to

answer citizens' questions. The public will supposedly be able to call a single, toll-free number. Each caller will be transferred to a member of the CERT team who specializes in the subject of his inquiry. Theoretically, this is the only transfer that will be allowed. If the call is about another field of expertise, or an area over which the agency does not have jurisdiction, the CERT team member is still responsible for providing the requested information.

At this point, it is difficult to evaluate the effectiveness of these two programs. When our interviews were conducted in this region (January through 1 March 1972) the programs had just begun and had not, as yet, had significant impact. Most citizen groups had had little or no contact with the Philadelphia regional office. More recent feedback, however, indicates a cautious enthusiasm with the direction in which the Philadelphia office appears to be headed.

All of the other regional public affairs programs appear more traditional. Several regions have very informative newsletters. Both the Philadelphia region and the Denver region have begun publishing regionally-oriented general brochures. Several of the regional offices have produced, or are in the process of producing, television spots stressing the need to protect the environment. The bulk of the public affairs work in most EPA regions, however, appears to be the writing of press releases and speeches for the regional administrator.

The result of this "press release" orientation of most regional offices has been that the vast majority of citizen

environmental leaders we interviewed had had little or no contact with any regional office.

NATIONAL OFFICE OF PUBLIC AFFAIRS

EPA's national Office of Public Affairs (OPA) appears heavily oriented toward a traditional public relations approach. Most OPA programs seem directed at selling the agency to the public. Public affairs is generally treated as a staff function rather than a program support function. Those in program offices who have been genuinely interested in encouraging citizen involvement in program activities have become very frustrated. OPA's orientation has potentially serious consequences. No matter how good EPA's sense of mission may be, adequate enforcement of most of EPA's laws requires a lot of action by local and state governments for implementation. Citizen participation to express the full range of the public interest in local and state decision-making becomes critical. Only one section of the OPA office (the Public Services Division, now called the Citizen Support Division) has made any effort toward building citizen involvement in agency goals at the local level -- and this effort is currently being cut back.

Our staff undertook considerable discussion within EPA about the Public Services Division programs. The regional people resented Breathers' Lobby contracts being given to citizen groups without their knowledge or consent. The national office decided to expand the Public Services Division and regionalize it. It was decided that contracts would be given out by Public Services

Division people at the regional level, responsible to the regional administrator (thus subjecting the contracting process to regional political pressures).

Before regionalization of the program could begin, however, OPA was instructed to cut its personnel and budget by 20 percent. The rationale was that OPA did not belong in functional programs of the agency. Almost half of the personnel cut back was made in the Public Services Division. (National staff working on the Breathers' Lobby went from nine full-time people to one full-time and one half-time.)

The Public Services Division was re-named the Citizen Support Division and personnel were instructed to focus on regularizing communication with selected segments of the public concerning how particular EPA actions affect them. The National Association of Manufacturers and the National Sheepherders Association are two of the groups that citizen support staff have been instructed to assist more in interpreting EPA technical information and regulations.

A look at the national OPA budget is revealing. The total budget for the OPA in fiscal year 1972 was \$5,628,300. This money was to be spent as follows:

TABLE 39

Budget of EPA Office of Public Affairs
(excluding regional offices' expenditures) Fiscal Year 1972

Activity	Budget
Program direction and support (salaries, benefits, travel, tuitions, miscellaneous administrative support for 90 permanent and 8 temporary positions).....	\$2,028,300
Communications service (pamphlets, television and radio spots, posters, films, etc.).....	1,755,278
Citizen support (Public Service Division contracts).....	618,010
President's Environmental Merit Awards Program.....	70,000
Press operations (speeches, press releases).....	25,000
Editorial services (books, newspapers, other subscriptions, etc.).....	20,000
Office of the Director.....	199,693
Public opinion poll.....	98,000
Regional coordination (general funds to regions for television spots, pamphlets, etc.).....	275,000 ^a
General funds transferred to other EPA offices for grants (i.e., NCVA Environmental Project, Midwest Legislative Council, SPARE, etc.).....	529,019
TOTAL^a	\$5,618,300

^a Actually spent to date (7/72): \$287,333.

In fiscal year 1972, EPA budgeted \$250,000 for a program called Documerica (for known photographers to photograph sources of pollution); \$150,250 for a general pamphlet called Toward a New Environmental Ethic; \$17,000 for a fine arts program (to have artists paint pictures of different environments); \$98,000 for a public opinion poll of how people feel about the environment; and \$74,688 for an EPA exhibit center in Washington. In the realm of more active citizen-support programs, EPA spent \$155,000 for ninety-one contracts to citizen groups under phase one of the Breathers' Lobby program; \$2,500 for a pamphlet called Citizen Action can get Results; and \$4,669 for EPA Citizens' Bulletin. (A detailed budget for the OPA may be found in appendix B.)

In conclusion, we would like to note that EPA, as a new agency, is still in an organizing period. Many of the regional administrators and regional public affairs officers have been on their jobs for a few months, and the current staff may not be to blame for past failures. But, by and large, public affairs in EPA still means public relations and press releases, and if there is any trend at all it appears to be continuation in this direction.

CHAPTER VI

HOW GOVERNMENTAL AGENCIES OTHER THAN EPA RELATE TO VOLUNTARY ENVIRONMENTAL EFFORTS

Voluntary environmental groups often have more contact with state than with federal agencies; in many cases the EPA is not even the most relevant federal agency. Although time and money did not allow comprehensive studies of agencies other than EPA, we felt it important during our interviews with environmentalists to ask them about all the federal and state agencies they have had contact with. We also asked them to discuss the type and quality of their contact and the elements that made such contact helpful or not helpful. Questionnaires that we mailed to over 3,000 environmentally concerned organizations across the country also asked similar questions.

Our survey was broader than it was deep. Therefore, the conclusions we draw in this chapter from the interview and questionnaire data should be regarded as indicative, not definitive.

In addition to discussing agency relationships, this chapter includes analyses of three federal agency programs with a direct impact on citizen action:

- the Environmental Education Act (Office of Education);
- the National Environmental Policy Act (Council on Environmental Quality);
- and federal tax laws in general (Treasury Department).

The Environmental Education Act was examined because it is the only major federal program that gives funds directly to citizen groups for environmental education activities. Although this program has not yet had a major impact (because it has been underfunded) we feel that its potential makes it worthy of inclusion. The National Environmental Policy Act was selected because of its legal mandate for public review of agency decisions. And federal tax laws have obvious effects on the fund-raising and operational efforts of citizen groups.

RELATIONSHIPS WITH FEDERAL AGENCIES

In nearly every interview we had, people expressed frustration in dealing with federal agencies. It appears that helpful relationships are usually due more to the right person being in a key position than to planned federal policy.

Although several federal agencies were praised for their accessibility, only one federal office was considered to be doing an outstanding job of handling its relations to environmentalists: the Bureau of Outdoor Recreation's Denver regional office (discussed on page 462).

We now present brief summaries of what citizen leaders in each area said about federal agencies other than EPA. Each report on interviews is followed by a summary of questionnaire data. Interview reports are in roman type; questionnaire data in italics.

As in Chapter 3 all interview material conveys the perceptions of those interviewed and not necessarily the opinions of the steering committee.

Region III

Pennsylvania: There appears to be significant differences between eastern Pennsylvania and western Pennsylvania environmental groups in the types of relationships they have with governmental agencies. Eastern Pennsylvania environmentalists (centered in Philadelphia) have frequent contact with the EPA, Delaware River Basin Commission, Susquehanna River Basin Commission, National Park Service, and Corps of Engineers. Environmental groups in western Pennsylvania indicated that their main contacts are at the local or state level.

Many environmentalists in Pennsylvania believe that industry is able to obtain information from federal agencies that is not available to ordinary citizens. They feel that this phenomenon is equally true (and even more blatant) with regard to state agencies.

Most are also concerned over the fragmentation of responsibility for environmental matters within the federal government. They feel that lack of interagency communication means little coordination and much duplication. On the other hand, they observe that issues are often ignored because several agencies share a responsibility; each agency assumes that another will do the work. Nearly everyone felt that the federal government speaks with too many voices. Experience with disparate views on the phosphate-detergents issue seem to have made a very strong impression on many environmentally concerned citizens in Pennsylvania.

Virginia: Environmental volunteers in Virginia seem to have close contact with all levels of government--from

city and town councils up to the federal agencies. At the federal level, the agencies most frequently contacted are the National Park Service, Bureau of Sport Fisheries and Wildlife, Army Corps of Engineers, and Soil Conservation Service.

West Virginia: The federal agencies mentioned most often were the Forest Service, Corps of Engineers, and Soil Conservation Service. Citizen relationships with all of these agencies are considered unsatisfactory. It was agreed, however, that Corps of Engineers' associations with citizen groups have improved in recent years.

Maryland: Relationships with federal agencies are complicated by proximity to Washington -- some groups go directly to national offices, by-passing regional offices. But the federal level of government is contacted less often than local and state levels.

We heard many complaints about the difficulty of obtaining information from governmental sources. Of federal agencies, the Bureau of Sport Fisheries and Wildlife was most frequently mentioned. Environmental groups also have frequent contact with the Corps of Engineers; most of it unsatisfactory. There has been a lot of equally unsatisfactory contact with the Soil Conservation Service. Both agencies are seen as reluctant to release information to citizens. The National Park Service, however, is generally given good marks.

District of Columbia: Relationships between environmental organizations and federal agencies are complicated by the special federal status of the District. In most instances, groups approach a federal agency through its national rather than regional or local office. Most view the federal government as generally unresponsive to their concerns.

The only federal agency with which a third or more of the environmentally concerned organizations in Region III have had a great deal of contact is the EPA. Other federal agencies with which a substantial number of organizations have had some contact are the National Park Service, Bureau of Outdoor Recreation, Bureau of Sport Fisheries and Wildlife, Soil Conservation Service, Forest Service, and Corps of Engineers.

Groups in Region III that have had some contact with federal agencies give the Soil Conservation Service and the Forest Service the highest marks. Nearly half of those having contact with these agencies called them very helpful. Other agencies considered to be very helpful by about a third of the groups that have had contact with them are: the EPA, National Park Service, and Bureau of Sport Fisheries and Wildlife.

Very few organizations in Region III rated federal agencies with which they had had contact as not helpful. Only the Corps of Engineers and the Atomic Energy Commission were rated not helpful by a substantial percentage of those having contact with them. It appears that when there is at least some contact, the environmentally concerned organizations are willing to say the

agency is somewhat helpful.

Region VIII

Colorado: Most contact with the federal government is through the land-managing agencies. Environmental leaders maintain that the few encouraging relationships that exist are due to the personalities of key office holders, and not to governmental policy.

The regional director of the Bureau of Outdoor Recreation was consistently praised by Colorado environmentalists for his assistance. He has good working relationships with citizen leaders, and will advise citizens on how to use governmental agencies. He encourages his staff to be equally accessible and to attend environmental citizen meetings.

Contact with the local Forest Service office is often satisfactory, but citizens feel that it is somewhat irrelevant as good local people are frequently overruled by the national office. Many Colorado environmentalists consider that the Forest Service is doing a rush job on its Roadless Area Inventory, and are furious. The inventory is designed to initiate recommendations for wilderness status of roadless areas of 5,000 acres or more. Officially, citizen input is encouraged, but environmentalists are very concerned that haste will prevent serious study of valuable areas and will lead to inappropriate logging.

Relationships with the Bureau of Reclamation and the Corps of Engineers are usually very poor (although the Corps' image has been improving somewhat). The National Park Service is generally considered cooperative.

Utah: Environmentalists say that although regional agency representatives may be knowledgeable and receptive, they are not allowed to make key decisions. The decisions they do make are said to be reversed often in Washington. We also heard the familiar complaints that government personnel are transferred just as they become familiar with the region's problems and people, and that many federal agencies work at cross-purposes.

The federal agencies most important to environmentalists in Utah are the land agencies. Two-thirds of the land in Utah is owned by the federal government. Relationships with the Forest Service and the National Park Service (at the local level) are generally considered satisfactory -- at least in terms of information access. The Bureau of Reclamation and the Corps of Engineers are regarded as self-perpetuating bureaucracies that have outlived their usefulness. There are signs, however, that the Corps has increased its responsiveness to environmental concerns in recent years.

Montana: Most participants felt that the only responsive federal agencies in Montana are the Bureau of Land Management and Forest Service. Both of these agencies are said to have shown a willingness to cooperate with environmentalists. Those interviewed added, however, that they feel the Forest Service's concept of "multiple use" is too destructive.

The Corps of Engineers and the Bureau of Reclamation, on the other hand, are kept at arm's length whenever possible. Both are viewed as unwilling to accept "no" for an answer. One person stated that once the Corps or Bureau of Reclamation have decided to proceed with a project, they will patiently wait as long as fifteen or twenty years until public attention has wandered and the project can proceed unnoticed.

The General Services Administration is said to have sold land in Montana without considering comments made by other agencies and citizen groups on the environmental impact of the sales.

Many persons described the Bureau of Sport Fisheries as being unusually bureaucratic and having a poor record of wildlife sanctuary management. The Bureau's predator control program was considered seriously misguided by virtually everybody interviewed (the interview sample didn't include any sheepmen). Representatives of citizen wildlife interests were also upset with Park Service management of the Gallatin elk herd, which spends the hunting season in Yellowstone Park.

Wyoming: Partly because they are remote from federal decision-making centers, environmentalists feel they have no influence on governmental policies. Their participation is

limited mainly to public hearings. They complained that notice of hearing dates is often last-minute and too late. (In one instance, a written request for the date of a hearing was answered by the agency in a letter dated on the day of the hearing.) Public hearings are often held on weekdays, during working hours, and far from the areas to be affected. Several of those interviewed said that most people know their senators and representatives on a first name basis.

Contact with the federal bureaucracy is mainly through land agencies, particularly the Forest Service, Bureau of Land Management, Bureau of Sport Fisheries and Wildlife, Bureau of Outdoor Recreation, and National Park Service.

North Dakota: The federal government is called the most environmentally harmful force in this state. Environmentalists said that the "right hand of the federal government normally doesn't know what the left hand is doing" and that different agencies often work at cross-purposes.

Within the federal government, the worst agency was said to be the Department of Agriculture. Environmentalists said that this agency is turning North Dakota into a new dust bowl through its Soil Conservation Service, which was called the chief opponent to an environmental bill of rights. (Such a bill was eventually included in the proposed new constitution.)

According to citizen leaders, the Bureau of Sport Fisheries and Wildlife takes stands inimical to wildlife preservation because of political pressure from both state

and federal governments. They see the Corps of Engineers as intent on damming and/or channeling every stream and river in the state.

South Dakota: Because of the large amount of federally administered land, federal agencies are contacted more than state agencies. Environmentalists in South Dakota feel that governmental agencies are generally uncooperative. They said that the background information they need to evaluate public decisions is frequently unavailable. Many decisions are made during closed-door executive sessions, and citizens complain that they are the last to know of any action. Many said that the public is often notified of public hearings too late to really participate. The long distances in South Dakota also inhibit citizen participation in public hearings. A lack of adequate child care facilities makes it difficult for some women to attend.

Several persons mentioned close personal relationships with congressmen and senators.

The Forest Service is the only federal agency in Region VIII with which over two-thirds of the environmentally concerned organizations have had either some or a great deal of contact. The other federal agencies with which a substantial percentage of environmentally concerned organizations have had at least some contact are: the EPA, National Park Service, Bureau of Outdoor Recreation, Bureau of Land Management, Bureau of Reclamation, Bureau of Sport Fisheries and Wildlife, Soil

Conservation Service, and Corps of Engineers.

The federal agencies considered to be very helpful by greatest number of the groups having at least some contact with them are: the Bureau of Outdoor Recreation, Forest Service, and Soil Conservation Service. Agencies considered at least somewhat helpful by many groups having contact with them are: the EPA, National Park Service, Bureau of Land Management, Bureau of Reclamation, and Bureau of Sport Fisheries and Wildlife.

As in Region III, very few organizations chose to rate a federal agency with which they had contact as not helpful. But also as in Region III, the Corps of Engineers was rated not helpful by many that had had contact with it.

The Atomic Energy Commission was seldom mentioned in Region VIII. Over two-thirds of the organizations said they have no contact with the commission. (This lack is even more notable when one considers the importance of nuclear-related environmental issues to this region.) Of groups that have had contact with the Atomic Energy Commission, over half said that the agency was not helpful.

Metropolitan areas

Birmingham, Alabama: Several groups reported receiving regular publications from the Council on Environmental Quality and the Bureau of Outdoor Recreation.

The ~~only~~ federal agencies singled out for severe criticism were the Corps of Engineers and Tennessee Valley Authority. "Arrogant" was the adjective used to describe both

these agencies. It was reported that the Corps refused to send a requested environmental impact statement and proposed work plan, because they were "not available." A request to the Corps for the date of a public hearing was also refused, with the statement that "you can read it in the newspapers."

St. Louis, Missouri and Illinois: Environmental groups have had both bad and good experiences with federal agencies. The Corps of Engineers is considered one of the most environmentally destructive agencies. It is said to actively encourage the building of homes and industrial parks on suburban flood plains. In addition, the Corps reportedly proposed several large dams without first drawing up a coordinated regional plan. The Corps is viewed as very reluctant to divulge any information to citizens. Some people believe, however, that it has improved a little in recent years.

Inner city environmental groups have had quite a bit of contact with, and trouble from, the local office of Housing and Urban Development. At best, they stated, this agency will do nothing to solve urban environmental problems. At worst, and more frequently, it actively obstructs others' attempts to do something.

The Forest Service, which has relatively minor responsibilities in the St. Louis area, is far more cooperative. It reportedly seeks input from citizen organizations concerned with forest management. In fact, some of the professional

staff of the Forest Service are active members of citizen environmental organizations.

The Bureau of Outdoor Recreation is also seen as cooperative. The only complaint against the Bureau was that it sometimes reacts very sluggishly.

San Francisco, California: Environmentalists said that in recent years the district Corps of Engineers office has been the most helpful federal agency. The Corps has gone out of its way to provide information and technical evaluation assistance. Environmental leaders have also had reasonably good relationships with the National Park Service and with the Bureau of Outdoor Recreation. But federal agencies in the Bay Area never seem to initiate contact with environmentalists unless the agencies want support for a specific program.

In the three major metropolitan areas (Birmingham, San Francisco and St. Louis), there was no federal agency with which even a third of the environmentally concerned groups had had a great deal of contact. The only federal agencies with which groups have had at least some contact are: the Environmental Protection Agency, National Park Service, and Corps of Engineers. All three were described as somewhat helpful by a majority of those having contact with them. No federal agency was called very helpful by a substantial number of groups. The Corps of Engineers, however, was rated very helpful by more than one third of the San Francisco respondents.

Small Communities

Amherst, Massachusetts: There was an air of discouragement when environmental groups discussed federal agencies. Amherst leaders stated NEPA's environmental impact statement requirement is no longer a useful tool for citizens because federal agencies are learning how to write good impact statements. The citizens feel that there is nothing they can do about environmentally detrimental projects if the impact statements are accurate. They feel that agencies do not adequately consider alternatives, particularly the alternative of not undertaking an action at all.

The bêtes noires of the citizen groups are the Corps of Engineers and the Soil Conservation Service. The Soil Conservation Service is reportedly behind much of the planning for yet more dams on the Connecticut River; the Corps is regarded as the instrument that carries out these plans, which are generally opposed by environmentalists. (Representatives of the several different town conservation commissions present [members are chosen by the town governments] disagreed, and indicated nothing but the highest regard for the Soil Conservation Service.)

Durango, Colorado: Environmentalists say they are overwhelmed and frustrated by a federal bureaucracy they feel they can neither reach nor influence. At an enormous distance from even a regional center, they often have no idea where to go for help on a specific program. Congress and the federal bureaucracy are not differentiated -- to Durango citizens they are all just part of the "federal government in Washington."

Citizens frequently have close personal relations with local representatives of federal agencies (usually the Bureau of Land Management, Forest Service or Bureau of Reclamation). But they feel that such relationships are often inconsequential as the local representative's recommendation is usually overturned in Washington. Environmentalists also complain that local federal officials are commonly transferred every two or three years--just as they are beginning to establish trust.

Citizens feel that when a federal agency is responsive, it is only because the agency is nervous about the political power of environmentalists. They would like to know how to find out what rights they have to influence the fate of the federal land in their area.

Durango environmentalists have access to federal agency decision making mainly through the public hearing process. They believe this is inadequate and state the following reasons:

- Citizens are invited to comment, at hearings, on decisions that have already been made. The industrial lobby has its input before the hearing. Industry is immediately notified of pending decisions that may affect them, but the citizen will often not find out about a decision until a hearing notice appears in the local paper.
- Hearings of great local importance are often held in distance places. Citizens, unlike industrial representatives, do not have the resources (money or time) to travel far.

TABLE 40

Regional Distinctions in Organizations' Attitudes Toward Federal Agencies

Federal Agency (N = Number of Respondents)	Organizations Viewing Federal Agencies as Very Helpful					
	Region III		Region VIII		Metropolitan Areas	
	%	N	%	N	%	N
Environmental Protection Agency	33.8	130	36.8	57	18.8	16
National Park Service, DI	41.6	89	36.7	49	23.1	13
Bureau of Outdoor Recreation, DI	28.2	71	52.6	38	60.0	10
Bureau of Land Management, DI	11.8	34	42.3	52	0	5
Bureau of Reclamation, DI	0	19	31.7	41	0	51
Bureau of Sport Fisheries and Wildlife, DI	36.6	119	33.3	51	30.0	10
Bureau of Mines, DI	16.1	31	15.8	19	0	1
Urban Mass Transit Administration, DOT	16.7	24	12.5	8	25.0	4
Federal Highway Administration, DOT	12.9	31	18.8	16	12.5	8
Soil Conservation Service, DA	50.7	113	59.2	49	42.9	7
Forest Service, DA	49.6	113	53.7	80	36.4	11
Pesticides Regulation Division, DA	2.9	34	11.8	17	0	2
Office of Environmental Education, DHEW	17.4	69	16.7	30	14.3	7
National Oceanic and Atmospheric Administration, DOC	42.9	14	28.6	7	0	1
Office of Environment and Urban Systems, DOT	11.1	18	20.0	5	25.0	4
U.S. Army Corps of Engineers, DOD	22.9	109	23.3	43	33.3	18
Environmental and Land Use Planning Division, HUD	8.3	36	27.8	18	16.7	6
Council on Environmental Quality	20.3	59	26.9	26	12.5	8
Office of the Advisor on Environmental Quality, FPC	11.8	17	30.0	10	0	1
Occupational Safety and Health Review Commission	0	5	20.0	10	0	1
Occupational Safety and Health Administration, DOL	0	9	12.5	8	0	2
Land and Natural Resources Division, DOJ	25.0	20	41.7	12	0	2
Atomic Energy Commission	6.7	30	17.6	17	0	5

-- Hearing regulations, such as the requirement for multiple copies of testimony, discourage citizen participation.

RELATIONSHIPS WITH STATE AGENCIES

This section contains brief summaries of what citizen leaders in each area said about their relationships with their state governments. Time limitations precluded in-depth interviews. When the citizen leaders commented at length on state activity it was because they felt it important; not because interviewers pressed them.

Each interview summary is followed by summarized questionnaire data. Interview data is in roman type; questionnaire data in italics.* As in previous sections of this report, interview findings represent the perceptions of those interviewed, and not necessarily those of the steering committee.

Region III

Pennsylvania: Western Pennsylvania citizens reported that virtually all branches of the state government resent any form of citizen involvement. Pittsburgh activists said that the state legislature was considering a bill to block "interference" from citizens. This legislation, they said,

*Because each state has different names for its agencies, the state agency titles in questionnaire data summaries indicate general types of agencies, not specific units in each state.

would prohibit citizens from suing the state, and exclude private citizens from participating in the drafting or enforcement of state laws. (At our request, an environmental legislative specialist in Philadelphia investigated this allegation and reported that no such legislation existed.)

Pennsylvania's new Department of Environmental Resources was described as difficult for citizens to deal with because it is still being organized. According to one member of the Citizens' Advisory Board to this department, the board has been ignored by the department. This person stated that the board's only function has been to "act as window dressing." (Another board member disagreed with this statement.)

Virginia: As noted on page 459 Virginia environmental leaders appear to have close contact with all levels of government. The state agencies most often mentioned were those dealing with air, water and parks.

West Virginia: Most governmental contacts occur at the state level. These relationships are seen as unsatisfactory for reasons described in chapter III. Recent revelations concerning West Virginia's Department of Natural Resources give credence to citizens' distrust. Under West Virginia strip mining law, citizens may file protests against mine operators with the Department of Natural Resources. The department is apparently turning these protests directly over to strip mine operators. This is doubly serious in a state where physical and economic intimidation

of environmental activists is a very real problem. Citizens say it is difficult to obtain information from the Department of Natural Resources.

Maryland: Most environmental leaders have good, sometimes close, relationships with Maryland's Department of Natural Resources. The secretary of the department is considered responsible, and almost always accessible to citizen groups.

Dissatisfaction was expressed, however, over the department's advisory board, which consists mainly of environmental leaders. Many feel that the department tries to restrict board members to supporting departmental policies.

The Department of Natural Resources is contrasted with the Department of State Planning. Citizens said that the latter does not really believe in citizen involvement and sometimes tries to withhold information.

The state legislature is viewed as another major problem. We were told a strenuous battle is underway between economic and environmental interests. At the legislative level, economic interests appear to be winning. The choice of the house Environmental Matters Committee Chairman is seen as a deliberate decision on the part of House of Delegates leadership to make economic factors the dominant consideration in environmental issues. In the state Senate, environmental bills are considered by the Economic Affairs Committee or the Finance Committee.

The local governments are said usually to show little environmental concern. The State of Maryland has usurped most local authority. Environmentalists suggested that this situation would be improved if all state laws on environmental standards specified that local governments could write tighter stipulations when they so desired.

Delaware: Although all of those interviewed expressed dissatisfaction with specific departments, most groups said that the state is more helpful than any other level of government. Local governments, both city and county, were called the second best.

District of Columbia: Relationships with the D.C. Department of Environmental Health were described as deficient, but as having improved since the new director was appointed.

Environmental groups in Region III have the most contact with environment/conservation/natural resources agencies and fish and wildlife management agencies. Over a third of the organizations also had a great deal of contact with agencies responsible for recreation, forestry, health, education, water resources, water pollution, and soil and water conservation.

The state agencies considered very helpful by the largest number of organizations in Region III fall into the following categories: environment/conservation/natural resources; forestry; fish and wildlife management; county extension service; and soil and water conservation. State agencies dealing with highway transportation, public works

and economic development are considered not helpful by a substantial percentage of organizations (20-30 percent).

State agencies are generally considered to be as helpful as -- or more so -- than federal agencies. Less than a fifth of the respondents considered state agencies less helpful than federal ones.

Colorado: Many environmental groups' most frequent governmental contacts are with state agencies. The quality of contact varies so much that it is difficult to generalize. Most groups agree that their political clout has increased significantly since the Colorado Open Space Council hired a full-time lobbyist.

Utah: In general, the state agencies and legislature are called conservative and not environmentally-oriented (outstanding exceptions were mentioned). Hearings are an extremely important form of communication at the state level, but it is hard for groups to raise money to pay for travel to hearing sites. Environmentalists also report difficulties in gaining access to hearing records.

Montana: Although there are some state legislators who believe in environmental protection, they don't always have access to good information. Unnecessary legislative mistakes are said to have occurred as a result.

From all reports, Montana's Bureau of Mines is an increasingly large thorn in the side of the environmental

movement. The bureau is reported to openly lobby for the mine owners. The governor, who is also said to support environmentally harmful activities was reported to have re-organized the Fish and Wildlife Service (formerly the best state) so that it has become considerably less effective.

Wyoming: Although the federal agencies are the ones most frequently contacted, citizens also have dealings with the state and local governments. Some persons commented that the remoteness of local governments from federal decision-making is a serious problem.

North Dakota: The only state agency called helpful on environmental issues was the Fish and Game Commission.

The governor, the Water Commission and the Health Department are termed growth-oriented and dedicated to obstructing the environmental movement. Although the Health Department is charged with enforcing health standards for the state's water, it reportedly refuses to do so, to avoid offense to industries or to the state Water Commission which numerous environmentalists say is industry-dominated.

Many environmentalists believe that pesticide manufacturers put pressure on county extension agents (through state university funding) to make the agents refer questions on pesticides directly to manufacturer's representatives. The state university (which is responsible for the county extension agents) has been severely criticized for ignoring serious soil erosion problems.

County extension agencies are reportedly either not consulting with farmers on topsoil problems, or are advising farmers to neglect them in favor of short term agricultural production. Environmentalists say that the university is ignoring these problems because they are afraid the productivity oriented state legislature will cut university funds.

South Dakota: Environmentalists have direct contact with state and local representatives. A major hindrance to citizen participation in decision making at the state level is a South Dakota law that says no one may speak for a group unless he is a registered lobbyist.

State agencies are usually considered more helpful than federal agencies in Region VIII. The state agencies with which environmentalists have the most contact are those responsible for: fish and wildlife management; environment/conservation/natural resources; parks and recreation; and health. Over 40 percent of the respondents have had at least some contact with agencies handling forestry, education, water resources, water pollution, cooperative extension service, and soil and water conservation.

The state agencies generally considered to be very helpful by the largest number of groups fit the categories of: parks and recreation, forestry, fish and wildlife management, education, cooperative extension service, and soil and water conservation. The highway and agricultural agencies were called not helpful by a substantial percentage of the respondents.

Metropolitan areas

Birmingham, Alabama: Citizen groups worked in close cooperation with the state legislature and with the state and county health departments to pass the Alabama Clean Air Law.

St. Louis, Missouri and East St. Louis, Illinois: Problems with the local governments of St. Louis and St. Louis County, Missouri were said to stem from their growth orientation. Environmentalists also say that local governments act as if governmental business were no concern of citizens. We were told that both local governments had blocked numerous environmental efforts, even when many citizens supported these efforts.

San Francisco, California: Most environmental groups have their major contacts at the local level. Relationships with the Bay Conservation and Development Commission have been excellent. Relationships with staff people on local commissions and boards are also frequently good.

The overwhelming majority of organizational respondents in the three major metropolitan areas (Birmingham, San Francisco and St. Louis) have had no contact with state agencies. Ten percent or more of the organizations said they have had a great deal of contact with only three types of agencies: forestry, water resources, and water pollution. More than a third of the respondents reported at least some contact with agencies handling environment/conservation/natural resources; parks and recreation, fish and wildlife management, highways, education, and air pollution.

The only two state agencies rated very helpful by a third or more of the organizations were: fish and wildlife management, and water pollution. The only agencies generally rated not helpful by a large number of those having contact were those dealing with highways and water resources.

Amherst, Massachusetts: (Insufficient interview information for comment.)

Durango, Colorado: Most contact with government agencies takes place at the local level (often a branch of a state governmental agency). Durango citizens said that local governmental officials are just beginning to understand environmental issues.

TABLE 41

Regional Distinctions in Organizations' Attitudes Toward State Agencies

State Agency (N = Number of respondents)	Organizations Viewing State Agencies as Very Helpful					
	Region III		Region VIII		Metropolitan Areas	
	%	N	%	N	%	N
Environment/conservation/natural resources	43.0	165	38.9	54	30.0	10
Parks/recreation	36.5	137	44.3	70	27.8	18
Forestry	43.5	162	46.3	54	22.2	9
Fish/wildlife management	50.0	162	57.1	77	46.7	15
Planning	17.3	75	15.6	32	11.1	9
Highways	22.1	86	17.5	40	0	15
Transportation	12.5	48	20.0	10	14.3	7
Economic development	15.2	33	12.5	24	0	3
Public Works	16.1	31	18.2	11	20.0	5
Health	26.4	106	37.9	66	50.0	8
Education	35.9	92	42.2	45	20.0	10
Air pollution control	36.3	102	34.1	44	22.2	18
Water resources agency	33.9	112	21.7	46	23.5	17
Water pollution	37.8	111	34.0	47	33.3	15
Agriculture	37.7	77	24.2	33	0	5
Cooperative extension service (county/state)	52.7	93	45.8	48	0	5
Soil and water conservation district	53.1	128	46.2	52	25.0	8
Regulatory commission	26.7	30	16.7	12	100.0	3

FEDERAL AGENCY PROGRAMS WITH AN IMPACT ON ENVIRONMENTAL VOLUNTEERS

National Environmental Policy Act -- its requirement for public participation in the decision-making process

In the National Environmental Policy Act (NEPA) of 1969, Congress declared for the first time that:

[I]t is the continuing policy of the Federal Government in cooperation with State and local governments, and other concerned public and private organizations, to use all practical means, including financial and technical assistance, in a manner calculated to foster and promote the general welfare, to create and maintain conditions under which man and nature can exist in productive harmony, and fulfill the social, economic, and other requirements of present and future generations of Americans.

In addition, the law recognizes the right of each person to a "healthful environment."

Section 102(2)(c) of NEPA requires any federal agency proposing legislation or planning to initiate an action "significantly affecting the quality of the human environment" to file an environmental impact (102) statement with the Council on Environmental Quality (CEQ). The legislation specifically mandates that these statements contain the environmental impact of the proposed legislation, any adverse environmental effects which cannot be avoided should the proposal be implemented, alternatives to the proposed action, the relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity, and any irreversible and irretrievable commitments of resources which would be involved in the proposed action should it be implemented.

In addition, the law states:

Prior to making any detailed statement, the responsible Federal officer shall consult with and obtain the comments of any Federal agency which has jurisdiction by law or special expertise with respect to any environmental impact involved. Copies of such statement and the comments and views of the appropriate Federal, State and local agencies, which are authorized to develop and enforce environmental standards, shall be made available to the President, the Council on Environmental Quality and to the public...and shall accompany the proposal through the existing agency review process. [Sec. 102(2)(c) [emphasis added]]

In practice, this means that two versions of each 102 statement are circulated and published: a draft version and a final version. The final 102 statement must include all comments made on the draft version.

Public disclosure of environmental impact statements is mentioned only once in the act--in the section cited above. However, in Executive Order 11514 (5 March 1970), President Nixon directed that:

consonant with Title I of the National Environmental Policy Act of 1969..., the heads of Federal agencies shall:...(b) Develop procedures to ensure the fullest practicable provision of timely public information and understanding of Federal plans and programs with environmental impact in order to obtain the views of interested parties. These procedures shall include, whenever appropriate, provision for public hearings, and shall provide the public with relevant information, including information on alternative courses of action. Federal agencies shall also encourage State and local agencies to adopt similar procedures for informing the public concerning their activities affecting the quality of the environment.[Sec. 2]

Federal agencies, through NEPA, are now required to engage in public justification and examination of their activities.

In recent testimony before the Senate Interior and Insular Affairs Committee and the Public Works Committee, Roger C. Crampton, chairman of the Administrative Conference of the United States, discussed the ways NEPA has improved federal agency decision-making. He noted: "NEPA required an airing of the issues involved in government decision-making. It opens formerly closed administrative procedures to public view and to public comment" [emphasis added].

Several problems exist, however, in the implementation of NEPA that make it difficult for individuals and organizations to have a substantive impact on the decision-making process. Certain procedural alterations, within the context of the existing legislation, are needed:

- NEPA requires 102 statements for federal actions "significantly" affecting the environment. In the vast majority of cases, federal agencies have interpreted the significant action as being the implementation of the action (i.e. construction of a dam). But by the time the construction stage is reached, an agency has already spent a lot of money "studying" and "planning" the action. As it is hard for an agency to squelch a project at this point, 102 statements are frequently only rationalizations. A huge public outcry or a court suit is necessary to change the agency's mind.

- There are no adequate provisions for informing the public that a major federal action is in the "studying/planning" stage. The public should not have to wait until a draft 102 statement is circulated to learn of major proposed projects.
- Upon preparation of a draft statement its availability is noted in the Federal Register, the Congressional Record, the 102 Monitor, and in publications of the Department of Commerce's National Technical Information Service. However the sheer mass of material one must comb to be alert to such notification makes it very difficult for a citizen or group to know what is of current direct interest. New mechanisms are needed to help the direct flow of this information.

While all of the above services are desirable, none are completely adequate for reaching the vast majority of the environmentally concerned.

- CEQ guidelines provide that:

To the maximum extent practicable no administrative actions...are to be taken sooner than ninety (90) days after a draft environmental statement has been circulated for comment...[or] thirty (30) days after the final text of an environmental impact statement (together with comments) has been made available.

Because the 102 Monitor is published only once a month, and because of the slowness of the mails, thirty to sixty days frequently elapse between the time a statement is published and the time it is actually in the hands of an environmental group. After learning of the availability of a statement through the 102 Monitor, a group normally

must write to Washington for a copy of the statement. (102 statements affecting an individual state are mailed directly to a state governmental clearinghouse.) Additional time is then needed for the organization to analyze the statement.

- Basic problems are often not uncovered until other agencies (such as EPA) have completed their review of a 102 statement. It is only at this point that meaningful public reaction and contribution can begin. Under the present system, by the time the public can truly begin to participate, time is up.
- The public has no way of checking the facts in a draft statement. Relevant staff studies or other reports are not generally listed, and the public frequently has no way of learning of their existence.
- Public hearings on 102 statements are the exception, not the rule. Most agencies have shown reluctance to hold hearings except in the most controversial cases (frequently they will try to avoid hearings anyway).

The committee feels that the full amount of citizen participation in the decision-making process that is mandated both by NEPA and by Executive Order 11514 is not taking place. The citizen is

relegated to the role of a reactor to, rather than a participant in, the 102 statement review process.

Nonetheless, NEPA has subjected the decision-making process of federal agencies to unprecedented public scrutiny. Individuals and organizations have been able to use NEPA, frequently through the judicial process, to force modification or abandonment of proposed actions.

A recent editorial in the Sierra Club Bulletin states that "NEPA may be working a bit too well for its own good." Environmentalists watching the Washington scene have noted signs that the administration, the regulatory agencies and industry may be joining forces in an attempt to exempt a number of projects from the clearly stated procedural mandates of NEPA.

By late June, at least one bill designed to circumvent NEPA had passed the House of Representatives. This bill (H.R. 13572) allows the Atomic Energy Commission to issue interim operating permits for nuclear power plants--without first writing a 102 statement--when there is an emergency need for the proposed facility. The word "emergency" is very vague. (The commission insists on the urgent need for all of the nuclear power plants currently held up in court suits.) Many environmentalists are afraid that this bill would be abused as an excuse to ignore NEPA 102 statement requirements.

In addition to the above bill, the House of Representatives has also passed a public works appropriation bill (H.R. 15586) which specifically appropriates money for at least 233 Corps

of Engineers projects for which no final 102 statements are available, and for at least 176 projects for which not even draft statements are available. Environmental impact statements will presumably be required, but we question the manner in which alternatives will be considered when funds have already been appropriated. There are also indications that the Department of Transportation may seek legislative relief from NEPA for specific highway projects.

All of this adds up to what many environmentalists fear will be a concerted push to "gut" NEPA.

If properly implemented, NEPA has the potential to:

- Provide a clear public policy that protection of the environment is a goal of all federal agencies.
- Require a careful weighing of the environmental effects of all federal agency decisions.
- Provide for public participation in federal agency decision making.

The committee urges that those who would amend NEPA look instead for ways NEPA's mandate can be effectively carried out within the context of the present law.

Federal Tax Laws -- their effect on citizen participation in the decision-making process.

The material that follows is drawn from a report prepared for the committee by Anthony Z. Roisman of Berlin, Roisman and Kessler.

(The full text appears in appendix.)

Although in theory all citizens have equal access to voting booths, administrative agencies, and the courts, that access is only as "equal" as the laws make it. For instance, under existing

citizens have attempted to expand their right to equal access to the courts by expanding their right to bring class action law suits (where citizens come together and pool their limited resources. Each attempt has been defeated through massive lobbying efforts by the potentially affected industries.

The government also lobbies. For example, when an administration submits a bill to Congress, it will naturally do all it can to see that the bill is passed. This happened recently when citizen environmental concerns (as represented in a tough water pollution control bill passed by the Senate) were overridden in the House as a result of an intensive lobbying effort by the administration to weaken the bill.

Citizen lobbying is severely hampered by the great disparity between its resources (financial and time) and those of business and government. This problem is minor, however, compared to certain federal tax law inequities which make each dollar spent on lobbying by citizens cost twice as much as a dollar spent by business. This anomaly exists because a business can get a tax deduction for money spent on lobbying to protect its interests. A citizen concerned with environmental protection cannot obtain any deduction for money spent on lobbying for his goals. Contributions to environmental (or other public interest) organizations which lobby substantially are not tax-deductible.

Current federal tax laws required that if a tax exempt organization is able to receive tax deductible charitable contributions "no substantial part of the activities of (the organization may be) carrying on propaganda or otherwise

attempting to influence legislation. But contributions to business leagues and trade associations that lobby for legislation which protects their members' business interests are tax deductible. The result is that most businesses paying taxes in the 50 percent bracket actually spend only fifty cents for each dollar of lobbying. The inherent financial disparity between citizen lobbyists and business is thus doubled by inequitable tax laws.

In the preceding paragraphs, "lobbying" has referred to the traditional appeals to legislative committees, legislators and their staffs. An important additional aspect of lobbying is appeals to the public who, in turn, are urged to write to their legislators. This form of lobbying is the most important to citizen organizations because they can make up for what they lack in financial power by sheer number of members or public support. Here, too, the tax laws greatly reduce the effectiveness of the citizen lobby. Business interests can use tax-deductible advertising to persuade the public on political issues. (The ads may not, however, be related to specific legislation.) Thus, an advertisement extolling the quality of the water discharged from pulp and paper mills is a tax-deductible expense--even though the effect of the advertisement may be to blunt citizen pressure for strong water pollution legislation. Citizen organizations cannot use tax-deductible contributions for similar advertisements. They are limited to educational communications which must state "both sides" of an issue or be so thorough and complete

that the material is not suitable for mass media advertising.

Another disparity is that the business league or trade association may send any material (including appeals to support or oppose legislation) to its members. This is part of the legitimate business information service of the organizations, and payment for this service is tax deductible. Many of these organizations have huge mailing lists and use this procedure to spur letter writing campaigns and other business lobbying activities. The environmental organization member does not have a tax-recognized business interest in legislation; if contributions to his organization are tax-deductible, he is at most entitled to receive educational material describing current legislation but not detailed criticisms of pending legislation nor letter writing appeals.

These inequities have been discussed in the context of a citizen organization to which contributions by the public are tax-deductible, charitable contributions. It has been assumed that the fact that such contributions can fund litigation and administrative expenses offset the tax-deductible lobbying expenses of business. But even here there is not equality. The charitable contribution deduction is only available to the taxpayer who itemizes his deductions. Most low-income taxpayers, and many middle-and-upper-income taxpayers who do not have high interest payments and medical expenses, do not itemize deductions but claim the standard deduction. These taxpayers cannot obtain any tax advantage from their tax-deductible charitable contribution.

Finally, the tax structure is particularly unfair to the individual who chooses to engage in citizen action outside

the framework of an organization. An individual acting alone to halt environmental degradation is not entitled to any tax deduction for his costs of litigation, visiting and communicating with administrative agencies or legislative lobbying. For such an individual, the only recourse is to join a citizen organization through which his ideas can be expressed (with the risk that the group policy and the citizen's own policy will not coincide or that the group will not take up the individual's particular problem).

The solution of these problems requires fundamental changes in the tax and other laws. These changes should not restrict government and business participation in governmental decisions, but should expand inputs from all segments of society.

The most obvious first step is to correct the gross inequities with respect to lobbying. Several proposals to amend federal tax laws have recently been introduced in Congress. These bills define "substantial" in terms of a percentage of organization expenditures made to influence legislation, thereby providing precise guidelines so that the law may be confidently followed and evenly enforced.

Although these proposals are a significant first step toward equalizing lobbying opportunities for citizens and others, they do not go far enough.

Office of Environmental Education

The Environmental Education Act of 1970 (Pub. L. 91-516) authorizes the Commissioner of Education to "establish

education programs to encourage understanding of policies, and support of activities, designed to enhance environmental quality and maintain ecological balance."

The act provides for technical and financial assistance in the form of grants and/or contracts to nonprofit agencies, organizations and institutions for a wide variety of environmental education programs. In addition, small grants (up to \$10,000) are authorized for private organizations for community environmental education projects. Funds may be appropriated for: "development of curricula", dissemination of education programs in elementary and ~~secondary~~ levels", "training of educational personnel", "planning outdoor ecological study centers", "community education programs on environmental quality", and "preparation and distribution of materials suitable for use by the mass media."

This act was the first time that environmentally concerned groups had been offered financial assistance as a result of congressional legislation.

The overwhelming public response suggests that the concept is enthusiastically endorsed by citizens. Nearly 2,000 proposals, largely from citizen's organizations and educational institutions, were submitted in 1971. Only \$1,735,000 was available for grants, however, so it was possible to fund only seventy-four proposals. About half of the grants were issued to citizen groups.

The large response, and the fact that the Office of

Environmental Education (OEE) was just getting organized (the office was even moved several times) led to confusion and delays. This--plus the fact that 1,851 proposals were not funded--produced many frustrated, disappointed citizen groups.

During the summer of 1971, the Federal Assistance Streamlining Task Force (from the Federal Assistance Review of the Office of Management and Budget) conducted a study of the Office of Environmental Education, and interviewed a cross-section of those who had submitted grant proposals, both funded and unfunded. The task force then made recommendations to the OEE on how the processing of proposals could be facilitated and on how the OEE should regionalize its operations.

One of the major problems brought out by the task force was the lack of coordination between OEE and grant applicants:

- There were problems in getting the official Handbook on Preparing Proposals to the public sufficiently in advance of the deadline for submitting proposals.
- Many citizen groups found the handbook difficult to understand. (This was partly because writing grant proposals was new to many citizens.)
- Applicants frequently complained that it was difficult to get help from OEE.
- There was little uniformity in the methods used to acknowledge receipt of proposals, and to notify applicants of funding decisions.

The OEE says it has corrected some of the problems mentioned by the task force, judged some criticisms to be nonapplicable, and delayed action on recommendations dealing with regionalization because of organizational problems in the national office. Other recommendations are being worked on by the Advisory Council on Environmental Education, established by the Act.

This year, 1,650 proposals were submitted. Although more grant money was available (almost double the amount for 1971), and more than twice as many proposals were funded, there were still approximately 1,500 disappointed citizen groups.

It is interesting to note that in 1972 a smaller percentage of the money authorized under the act was actually available compared with the amount authorized in 1971.

TABLE 42

OEE's Authorizations and Appropriations

	Amount Authorized	Amount ¹ Appropriated	Amount available for Grants	% of Amount Authorized Available for Grant
FY 1971	\$ 5,000,000	\$ 2,000,000	\$ 1,735,000	34.7
FY 1972	15,000,000	3,514,000	3,000,000	20
FY 1973	25,000,000	3,180,000 ²	....	....

¹ Difference between amount appropriated and amount available for grants has to do with OEE office support.

² DHEW requested appropriation for FY 1973--both the House and the Senate are in the process of appropriating more than requested.

The confusion and disorganization which characterized the OEE during its first year had not yet been entirely resolved by the time proposals were being processed for the second year. The staff was working under very difficult circumstances -- offices were moved frequently and the director left in May 1972. The small percentage of the authorized money that was actually appropriated made it necessary to turn down most of the proposals. (It is worth noting that every year the Department of Health, Education and Welfare has requested substantially less than the amount authorized, and Congress has appropriated more than was requested.) The underfunding of the program has angered and frustrated many citizens, who looked in vain to the federal government for help which they thought was promised them by an act of Congress.

The OEE program was originally funded for a three year period. New authorizations will have to be sought at the conclusion of fiscal year 1973. We urge that the program be continued and that appropriations be substantially increased.

ACKNOWLEDGMENTS

We are deeply indebted to the hard work and creativity of our staff -- Ms. Clem L. Zinger, Project Coordinator, and the Project Assistants Richard Dalsemer and Helen Magargle.

Dr. David Horton Smith, Research Director of the Center for a Voluntary Society, served as research consultant for the project. His assistance in designing the work plan, developing the questionnaires and analyzing the results has been invaluable. Ms. Elizabeth Stabler served most ably as editor and consultant in governmental relations. Ms. Gail Boyer Hayes also provided valuable editorial assistance.

Important contributions, in the form of special studies providing background material for the project, were received from Anthony Z. Roisman, Mark Battle, Mrs. Jeanne Malchon, and William Napier.

In addition, we are indebted to the following leaders of environmental groups who took time out from their busy schedules to provide the background material for the case studies that appear in Chapter IV: Ms. Joan Wolfe; Ms. Anona Stoner; Robert T. Dennis; Ben Vest, William Painter; and Mrs. Marjorie Sharpe.

Finally, we would like to thank all of those who assisted in the interview process, either as field consultants or as interviewees. Without their help, the study could never have been conducted.

BIBLIOGRAPHY

- American Institute of Biological Sciences. Environmental Education: The Adult Public. April 1970.
- Anderson, Stanley V. Ombudsman Papers: American Experience and Proposals. Institute of Government Studies, University of California, Berkeley, 1969.
- Barfield, Claude E.; Corrigan, Richard. "Environment Report/ White House Seeks to Restrict Scope of Environment Law. National Journal 26 February 1972, pp. 336-349
- Bergoffen, Bill, ed. Conference Report on Citizens Program for the Chesapeake Bay. Natural Resources Institute, University of Maryland, November 1971.
- Bernstein, Marver H., ed. "The Government as a Regulator." Philadelphia: The Annals of the American Academy of Political and Social Science, March 1972.
- Bradley, Thomas. "Minorities and Conservation." Sierra Club Bulletin, April 1972.
- Carson, Rachel. Silent Spring, Boston: Houghton Mifflin, 1962.
- Cassel, John. The Relation of the Urban Environment to Health. School of Public Health, University of North Carolina.
- Clusen, Charles M. Engineering a Victory for our Environment: A Citizen Guide for the U.S. Army Corps of Engineers. Institute for the Study of Health and Society, EPA contract CPE-R-70-0054.
- Conservation Foundation. A Citizen's Guide to Clean Air. January 1972.
- Cranston, Roger C. "The Effect of NEPA on Decision Making by Federal Administrative Agencies." Statement before the Committee on Interior and Insular Affairs and the Committee on Public Works of the U.S. Senate. 7 March 1972.
- Darling, F.F.; Milton, J.P. Future Environments of North America. Garden City: Natural History Press, 1966.

Detroit Free Press. "Cement Company Cites Dust Control."
19 February 1972.

Disch, Robert. The Ecological Conscience, Values for Survival, Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1970.

Environmental Action Coalition. "Cycle," Vol. 1, No. 2.

Environmental Action Coalition. "Background on the Environmental Action Coalition (New York City)" and grant proposal to the Office of Education, DHEW.

Frank, Bernard. "The Ombudsman and Human Rights."
Administrative Law Review, April 1970.

Gellhorn, Walter. Ombudsmen and Others: Citizens Protectors in Nine Countries. Cambridge, Massachusetts: Harvard University Press, 1966.

Gerlach, Luther P.; Hine, Virginia. "You and The Ecology Movement." Natural History Magazine, June, July, 1970.

Gerlach, Luther P.; Hine, Virginia. "Many Concerned, Few Committed." Natural History Magazine. December, 1970.

Gillette, Robert. "Will Success Wreck NEPA?" Sierra Club Bulletin, April 1972.

Graham, Frank. Since Silent Spring. Boston: Houghton Mifflin, 1970.

Graham, Frank. Man's Dominion, The Story of Conservation in America. New York: M. Evans and Company, 1971.

Griffith, Charles et al. E.P. The New Conservation. Arlington, Virginia: The Izaak Walton League of America.

Hansen, Roger P. "Comment Notes--NEPA: Problems and Outer Limits," Prepared for the Rocky Mountain Mineral Law Foundation, 26 February 1972.

Hatcher, Richard G. "The Environmental Issue and the Inner City." Not Man Apart, November 1971, p. 19. ff.

Herbers, John. "U.S. Now Big Landlord in Decaying Inner City." New York Times, 2 January 1972, p.1.

Kahn, Alfred J. et. al. Neighborhood Information Centers: A Study and Some Proposals. New York City: Columbia University School of Social Work, 1966.

Kessler, Mary Z., ed. Ombudsman: A Selected Bibliography. Council of Planning Librarians, April 1971.

- Lawson, Simpson. "New Towns in Old Cities." City May/June 1971. p. 40 ff.
- Levinson, L. Harold, ed. Our Kind of Ombudsman. Public Administration Clearing Service, University of Florida, 1970.
- Massachusetts Audubon Society. "Environmental Education Bibliography." Prepared for the Office of Education, DHEW.
- Michael, Donald N. "Influencing Public Policy," Journal of Current Social Issues, Volume 9, No. 6, Autumn, 1971
- Nash, Roderick. The American Environment: Readings in the History of Conservation Menlo Park: Addison-Wesley Publishing Company, 1968.
- National Wildlife Federation. Conservation Report (#15). 5 May 1972.
- New York Times. "Ecology and Politics: II." 5 March 1972.
- New York Times. "Blacks and Puerto Ricans Up Million Here in Decade." 6 March 1972.
- O'dele, Rice. The Saving of the San Francisco Bay. Washington, D.C.: The Conservation Foundation, 1972.
- Paulson, Glenn. "Environmental Hazards Facing the Urban Poor." Prepared for delivery before the Subcommittee on the Environment of the Senate Commerce Committee. 4 February 1972.
- Pinchot, Gifford. The Fight for Conservation. Seattle: University of Washington Press, 1967.
- Regional Plan Association of Southern California. "Regional Citizens Participation Workshop: for Citizens and Coalitions in Southern California." Booklet is a summary of the workshop held in Los Angeles at the University of Southern California 24 April 1971.
- Richardson, Elmo. The Politics of Conservation. Berkeley: University of California Press, 1962.
- Ridgeway, James. The Politics of Ecology. New York: Dutton, 1970.
- Rowat, Donald C., ed. The Ombudsman--Citizen Defender. 2nd edition. Toronto: University of Toronto Press, 1968.
- Scheffer, Andrew. Conservation Commissions in Massachusetts. Washington: The Conservation Foundation, 1969.

Smith, David H. and Allan Fisher, "Toward a Comparative Theory of the Incidence and Prevalence of Voluntary Associations."

Smith, David H. and Richard, D. Reddy, "Improving Participation in Voluntary Action."

Smith, Frank. The Politics of Conservation. New York: Pantheon Books, 1966.

Sullivan, James. "Pollution: Discrimination in Center City." Environment Action 19 February 1972.

Tate, Charles, ed. Cable Television in the Cities: Community Control, Public Access, and Minority Ownership. Washington, D.C.: The Urban Institute, 1971.

Taube, Carl A. "Admission Rates to State and County Mental Hospitals by Age, Sex and Color." 1969. National Institutes of Mental Health, Statistical Note 41, February 1971.

Trans Century Corporation. "SPARE: The Challenge Remains, An Evaluation of the Summer Program for Action to Renew the Environment." Prepared for the EPA, October 1971.

Udall, Stewart. The Quiet Crisis. New York: Holt, Winston and Rinehart, 1963.

U.S., Department of Commerce, Bureau of the Census. 1970 Census of Population: General Social and Economic Characteristics, District of Columbia. The identical books in this series were also used for Alabama, California, Colorado, Delaware, Maryland, Massachusetts, Missouri, Montana, North Dakota, Pennsylvania, South Dakota, Virginia, West Virginia, Wyoming, and Utah.

U.S., Department of Commerce, Bureau of the Census. 1970 Census of Population: General Population Characteristics, District of Columbia. The identical books in this series were also used for Alabama, California, Colorado, Delaware, Maryland, Massachusetts, Missouri, Montana, North Dakota, Pennsylvania, South Dakota, Virginia, West Virginia, Wyoming and Utah.

U.S., Congress, House of Representatives, Committee on Education and Labor. A Compilation of Federal Education Laws. Washington, D.C.: U.S. Government Printing Office, 1971.

U.S., Congress, House of Representatives, Committee on Education and Labor. Hearings on H.R. 14753, The Environmental Quality Education Act of 1970. 91st Cong., 2nd Sess.

- U.S., Congress, House of Representatives, Committee on Education and Labor, Select Subcommittee on Education. Environmental Quality Education Act of 1970. Hearings during 92nd Cong., 1st Sess., 28 October 1971.
- U.S., Congress, House of Representatives, Committee on Government Operations, Special Studies subcommittee. Hearings on H.R. 4383: Advisory Committees. 92nd Cong., 1st Sess., 4 November 1971.
- U.S., Congress, House of Representatives, Committee on Government Operations, Special Studies subcommittee. Hearings on Presidential Advisory Committees, Part 2. 91st Cong., 2nd Sess., 26 and 27 May 1970.
- U.S., Congress, House of Representatives, Committee on Government Operations, Foreign Operations and Government Information subcommittee. Hearings on U.S. Government Information Policies and Practices: Administration and Operation of the Freedom of Information Act, Part 4. 92nd Cong., 2nd Sess., 7,10,14 and 17 March, 1972.
- U.S., Congress, House of Representatives, Report 92-1118: Departments of Labor; Health, Education and Welfare; and Related Agencies Appropriations Bill, 1973. 8 June 1972.
- U.S., Congress, House of Representatives, Committee on Government Operations, Subcommittee on Conservation and Natural Resources. Hearings on The Environmental Decade: Action Proposals for the 1970's. 91st Cong., 2nd. Sess.
- U.S., Congress, Senate, Committee on Government Operations, Subcommittee on Executive Reorganization and Government Research. Hearings on Reorganization Plan Number One of 1971. 92nd Cong., 2nd Sess. 5 and 6 May 1971.
- U.S., Congress, Committee on Government Operations, Subcommittee on Intergovernmental Relations. Part One of Hearings on S. 1637, S. 1964 and S. 2064. 92nd Cong., 1st. Sess., 10 and 11 June 1971. All of these bills relate to advisory committees.
- U.S., Congress, Senate, Committee on Government Operations, Subcommittee on Intergovernmental Relations. Part Two of Hearings on S. 1637, S. 1964 and S. 2064. 92nd Cong., 1st Sess. 15, 17 and 22 June; 13, 27 and 28 July 1971.
- U.S., Congress, Senate, Committee on Government Operations, Subcommittee on Intergovernmental Relations. Part Three of Hearings on S. 1637, S. 1964 and S. 2064. 92nd Cong., 1st Sess., 6,7,8 and 11 October 1971.

- U.S., Congress, Senate, Committee on Interior and Insular Affairs, Hearings on S. 2282. 89th Cong., 2nd. Sess. 27 April 1966.
- U.S., Congress, Senate, Committee on Public Works. NAL: A Compilation of Comments and Materials Related to a Proposed Environmental Lab. 92nd Cong., 1st Sess.
- U.S., Congress, Senate, Judiciary Committee, Subcommittee on Administrative Practices and Procedures. Hearings on Administrative Ombudsman. 16 January 1968.
- U.S., Congress, Senate, Judiciary Committee, Subcommittee on Administrative Practice and Procedure. Hearings on Regional Ombudsman Proposal. 10 May 1968.
- U.S., Council on Environmental Quality. Citizens' Advisory Committee on Environmental Quality: Report to the President and to the Council on Environmental Quality. April 1971.
- U.S., Council on Environmental Quality. Implementation of National Environmental Policy Act. 36 F.R. 239; 11 December 1971.
- U.S., Council on Environmental Quality. The President's 1971 Environmental Program. March 1971.
- U.S., Council on Environmental Quality. The President's 1972 Environmental Program. March 1972.
- U.S., Council on Environmental Quality. Environmental Quality: the Second Annual Report of the Council on Environmental Quality. August 1971.
- U.S., EPA. Draft Report of EPA Task Force on Environmental Education. 7 January 1972.
- U.S., EPA. Our Urban Environment and Our Most Endangered People: a Report to the Administrator of EPA by the Task Force on Environmental Problems of the Inner City. September 1971.
- U.S., EPA. Youth Programs Handbook, 1972.
- U.S., DHEW, Office of Education. "Education Briefing Paper: Environmental Education."

U.S., DHEW, Public Health Service, Bureau of Community Environmental Management. "NEEDS: Neighborhood Environmental Evaluation and Decision System."

U.S., DHEW. "Seattle-King County Economic Opportunity Board Grant Proposal to the Office of Education."

U.S., DOL, Bureau of Labor Statistics. Changes in Urban America, publication number 353. 1971.

U.S., FWPCA, Pacific Southwest Region. Student Conference on the Environment. 30 December 1969.

U.S., Government Printing Office. Papers Relating to the President's Departmental Reorganization Program, a reference compilation. March 1971.

U.S., Library of Congress, Environmental Policy Division. Congress and the Nation's Environment. 1971.

Warner, Katherine P. Public Participation in Water Resources Planning. Ann Arbor, Michigan: University of Michigan, July 1971.

Winkelstein, Warren, Jr.; French, Fern E. The Role of Ecology in the Design of a Health Care System. University of California, 1970.

Washington Post. "Ghetto Pollution Report is a Hot Potato." 7 December 1971.

APPENDICES

	Page
A. Methodology	508
Organizational Questionnaire (M1)	556
Individual Questionnaire (M2)	557
Sample Letter to Field Consultants (M3)	558
Check List for Field Consultants (M4)	559
NCVA Environmental Project Work Plan Outline (M5)	560
Sample Letter to Citizen Leaders To Be Interviewed (M6)	563
Groups Participating in Interviews (M7)	565
Interview Guide (M8)	574
Sample Letter to Organizational Leaders (M9)	575
Sample Follow-Up Letter to Organizational Leaders (M10)	576
Computer Map of Estimated Distribution of U.S. Environmental Groups per 1,000,000 Population (M11)	577
Sample Letter to Individual Volunteers (M12)	578
B. Miscellaneous Materials Concerning the Environmental Protection Agency	579

	Page
C. Consultants' Reports	583
"Special Report to National Center for Voluntary Action - Environmental Project on Tax Law Reform"	585
"Inner City Involvement With Environmental Problems"	590
"Report on EPA Contracts and Grant Program With State and Local Groups"	603
"Public Participation in the Decision-Making Process: Environmental Impact Statements"	611

METHODOLOGY OF THE STUDY

"PROFILE OF THE ENVIRONMENTAL MOVEMENT"

David Horton Smith, Ph.D., Director of Research,
Center for a Voluntary Society, Washington, D.C.

INTRODUCTION

The Center for a Voluntary Society was presented with the problem of consulting with the Steering Committee and Project Director on the methodological aspects of the present study. We were asked in particular to offer advice in regard to sampling, data processing, and statistical matters. Out of this joint consultation grew a basic plan for the study that involved three main data collection efforts, together with a variety of auxiliary case studies on special topics of interest.

The first basic component of the study was a set of key informant interviews. The aim of these interviews was to obtain in-depth, in-person responses from a variety of persons active in the U.S. environmental movement. But these interviews did not attempt to deal with a representative sample of the environmental movement, so that additional information was necessary.

The second basic component of the study was a mail questionnaire survey of the leaders of formal voluntary organizations concerned with environmental problems. These Organization Questionnaires were of substantial length, as can be seen from Appendix M1, and dealt with the nature and activities of a particular environmental voluntary organization. An attempt was made to include all

known environmentally concerned organizations (but not profit-making businesses or governmental agencies) in the primary areas selected for study.

The third basic component of the study was a mail questionnaire survey of five randomly selected members of the same voluntary environmentally concerned organizations that were included in the survey of organization leaders. In fact, as we shall describe more fully later, the mail questionnaires for random organization members were distributed to these members by the organization leaders responding to the mail questionnaire of component two. The Individual Questionnaire for random environmental volunteers dealt with the background and activity of the individual, and especially with the kinds of environmental issues and activities in which he or she was involved. (See Appendix M2.)

In combination, these three basic components of the study were intended to give a broad overview of the voluntary segment of the U.S. environmental movement, both from the individual volunteer's standpoint and from the standpoint of the environmentally concerned organization. Further, the approach chosen provides both in-depth coverage of a small number of especially active environmentalists, as well as providing a somewhat shallower but much broader and more systematic coverage of the whole range of environmental organizations and their members. It was our aim to use the interviews and the two kinds of mail questionnaires as multiple cross-checks on the kinds of conclusions and findings that the study came up with.

The auxiliary case studies add another dimension by delving more deeply into special situations or problems that might otherwise not get sufficient attention in our broad sweep of interviews and mail questionnaires. In a sense, these case studies were an attempt to put certain special situations deemed important by the Steering Committee and Project Director under a microscope. Yet where there is data on these special situations in the interviews or mail questionnaires, those data should be consistent with the findings of the case studies in general, although less complete and less illuminating than the full blown case studies.

Finally, there has been still another important methodological aspect of broad significance in this study. This has not been a study conceived, performed, analyzed, and reported by social scientists. In an important sense, this study has been conceived, performed, analyzed, and reported by environmentalists, although with the consultation of a social scientist (the present author). This has had the result, we hope, of producing a study of the environmental movement that is not simply an arid, sterile exploration by "outsiders" of something they do not really understand. Instead, this has been a study infused with some environmentalists' own desire for better self-understanding and ultimately their desire for improving the effectiveness of the environmental movement.

Thus, this study has been a kind of applied research or policy research project directed by people whose everyday activity is primarily concerned with restoring, preserving, or enhancing the environment. This means that insofar as intelligent, experienced environmentalists with some aid from a social scientist could ask

the right questions and dig into the most important problem areas, this study attempts to do it. At all stages of the project the members of the Steering Committee have been asked to bring to bear the variety of experience with environmental activity that they represent.

In particular, the conclusions and recommendations of the present study are not simply what fell out of a computer one fine day. The ultimate results of this study represent data from interviews and questionnaires that have been carefully sifted and considered by a panel of thoughtful as well as active environmentalists. Where the data seem to be saying something that looks peculiar in the light of this panel's extensive personal experience, special note is made of that fact in the report. And where the interviews or questionnaires did not go far enough in following an important line of thought to produce an adequate recommendation, the Project Director and Steering Committee have gone the rest of the way.

We may sum this all up by saying that the reader should not be misled by all of the numbers and data cited in this study into thinking that this study was done by "antiseptic doctors in white coats." The numbers and data are there because this is the best study methodologically that we could perform, given the constraints of money, manpower, and time. The findings and conclusions are not simply inventions or fantasies of the people concerned with the study. Over 2,200 persons concerned with environmental activities in voluntary organizations have contributed questionnaire or interview information here -- about twice the numbers of persons

that are in the usual Gallup Poll of the U.S.

Above all this has been a study of the U.S. environmental movement by environmentalists and for environmentalists. The money for the study came from the federal Environmental Protection Agency, to be sure, and the formal recipient of the grant was the National Center for Voluntary Action,* which has close ties with the government, although formally an independent non-profit organization. Yet the Project Director and Steering Committee have operated essentially as free agents, as environmentalists concerned with using the available contract and grant money as efficiently as possible to do a study that would be useful to the environmental movement as well as being honest, frank, and realistic.

But the foregoing should not be viewed as an admission of either major bias or sloppy methodology. There have been three major constraints on the present study that have had an effect on the quality of the data presented here: time, money, and effort. First, the amount of time allowed for the study has been relatively short -- less than a year, with some major delays owing to special funding problems connected with changing from contractual to grant status in the middle of the study. One consequence of this rela-

* Note carefully that NCVA is not the same as the Center for a Voluntary Society (CVS), with which the present author is affiliated. CVS is a research, policy analysis, training, evaluation, consultation, and information dissemination independent non-profit organization whose aim is to serve all kinds of voluntary groups and movements in American society, including issue- and cause-oriented groups as well as service and philanthropic groups. CVS is supported by private foundation grants, fees for services, and the sale of publications.

tively brief time period has been to limit the extensiveness of the study in some ways (e.g., especially the analysis of the questionnaire data that could be performed, to be sure, but the most basic analyses have been performed already and are reported here.

Second, the amount of money available for the study has been quite limited relative to what would be required to do justice to the depth, breadth, magnitude and variety of the U.S. environmental movement. Only by a substantial dependence on the "group interview" process and "mail questionnaires" was it possible to obtain extensive data on the environmental movement given the funding of this study. From ten to twenty times as much money would have been required to do a representative random sample interview survey of substantial numbers of both individual volunteers and formal organizations in the environmental movement covering the whole country (i.e., all states). This does not mean that what we have done is inadequate, but merely that it is imperfect. Mail questionnaires always bring with them sampling problems owing to possible mail-back bias, and group interviews always bring with them validity problems owing to possible conformity effects, etc. Nevertheless, we have tried to handle these problems as best we could, given our resources, and in the end we believe that the results of this study have substantial reliability and validity.

Third, and perhaps most importantly, we have put a great deal of conscientious effort into this study, attempting to make it the best possible study we could within the time and money

constraints placed upon it. We have not just done a slapdash, unfocused study of a few acquaintances or people on the street-corner of a particular city or the people who attended a particular meeting of an environmental group. We have drawn our samples carefully and then tried to assess just how good they were. We have given careful thought to the most important questions to be asked and used them in a relatively standardized way so that the major differences that we find will not simply be a result of the questions we asked of different people or groups. We have coded and punched our questionnaire data onto IBM cards and then processed them on a computer, rather than simply reading through the questionnaires and deriving unreliable personal impressions of what "most people" think about a given question. In short, we have tried to use, wherever possible, the accepted research procedures for social science in order that the findings of our study might have all the reliability and validity that such procedures make possible.

Having now given a brief overview of our methodological approach, let us turn to a detailed consideration of each of our main component samples in turn, commenting on the specific nature of the data collection in each case.

(1) SELECTION OF THE PRIMARY SAMPLING AREAS

The most basic determinant of the sampling in all three main components of the study was our desire to keep the data collection task manageable while at the same time making the sample as varied and thorough as possible. Our solution was to focus on a few specific regions and cities for all of our major data collec-

tion efforts. Since one primary concern of the study was to examine how the environmental movement relates to the Environmental Protection Agency (EPA) and other governmental agencies, we decided to select two of the ten EPA regions of the U.S. as the main foci of the data collection activity. Since each EPA region is comprised of several complete states, focusing on EPA regions also let us examine how environmental groups in the selected regions interface with their various state agencies.

After much deliberation, EPA Regions 3 and 8 were selected for study. Both of these EPA Regions were thought to be particularly active in environmental affairs, although not so much so that they would be unrepresentative. Nevertheless, they were not chosen at random, but rather represented the joint decision of the Project Director and the Steering Committee. These two regions have the virtue of being located in different parts of the country, and Region 3 includes the Washington, D.C., area so that travel costs could be kept down for the Project Staff.

In addition to these two Regions, it was decided to gather information from some cities and towns sprinkled strategically through several other EPA Regions. The budgetary considerations seemed to suggest that about 5 additional cities and towns could be chosen, and these were again selected by the Project Director and the Steering Committee on the basis of their experience and a desire for geographical dispersion. Three of the cities were large metropolitan areas of the Far West (San Francisco), Middle West (Kansas City), and South (Birmingham). The other two were

smaller towns in New England (Amherst, Mass.) and the Rocky Mountain States (Durango, Colo.). While not "representative" in a strict statistical sense, these five cities together with the two EPA Regions provide a quite diverse set of geographical areas from which data was primarily to be collected.

(2) THE KEY INFORMANT INTERVIEWS

In each area chosen for intensive study, a leader of the environmental movement in that area was approached, and asked to serve as a field consultant for the study. Each field consultant was chosen because someone on the staff or Steering Committee knew this person had good contacts throughout the city or state. Each field consultant was informed that expenses and a fee for time spent would be paid by the Project.

The Project Director talked at length with each field consultant, explaining the purpose of the project, and asking that he or she set up interviews in a central location with between 15-25 persons active in the environmental movement. These interviews were to be held in groups of 3-5. Field consultants were instructed that participants in the interviews should be key people who had their fingers on the pulse of their segment of the environmental movement. Field consultants were also instructed to be certain that participants were selected from a variety of types and foci of environmental activity.

After speaking with the field consultants, a letter (see Appendix M3) was sent to them with a Check List of Tasks (Appendix M4), and a Project Work Plan Outline (Appendix M5). As lists of potential interviewees were received, the staff spoke with the

field consultants again by phone, questioning their choices, trying to make certain that the group interviews in each area would reach at least one person involved in each type of voluntary environmental activity appropriate to that community or state. In this way, we attempted to avoid getting locked into particular personal contact networks and to include as representative a group of key informants as possible. This meant urging local leaders to contact and invite even their enemies or people whom they might not think were "sufficiently serious" about the movement. It meant seeking interviews with leaders whose groups were only secondarily concerned with the environment, as well as primary environmental groups.

The field consultant then called each potential interviewee, either securing agreement for participation or finding and calling on appropriate substitutes. As soon as we received a confirmed list of interviewees, a letter of confirmation (Appendix M6) and additional materials (including the Project Work Plan Outline) were forwarded.

In the course of the interviews we believe we managed to reach a full range of individuals and groups active in the environmental field. There were obviously specific groups we did not interview but who may be active environmentally. For instance, we did not interview leaders of the Kiwanis, Jaycees, or the Chamber of Commerce. We did, however, interview a number of other civic organizations who fit into the same general category of groups. Still, the prime emphasis among groups whose leaders were interviewed tended to be placed on groups with primary concern for the

environment (rather than on service, civic, union, professional or other voluntary groups who devoted some of their effort to environmental matters). A complete list of groups whose leaders were interviewed, together with the field consultants in each area, is presented in Appendix M7.

The interviews were performed over the period from January 31, 1972, to March 29, 1972, using a brief set of key questions as a guide (See Appendix M8). These guides were in no way strictly adhered to, and questions were used to stimulate discussion on certain subject areas. We tried as much as possible not to define problem areas for interviewees and wanted them to set the pace and scope of the interviews (within the context of the needs of the project).

Careful notes were taken at each interviewing session by a Staff member. Additional impressions were dictated immediately after each session. After leaving a particular place these notes and recordings were reviewed to take stock of what had been learned. At times, new ideas emerged that were worked into the subsequent interviewing process. Thus, although the majority of the interview consisted of standard themes and questions that were touched on, the interview schedule was not a fixed one and developed somewhat over time. We might term this an "evolving focused interview", elaborating slightly on the concept originally suggested by Merton and Kendall (The Focused Interview). There were no fixed alternative, closed-ended questions. In all cases an attempt was made to get the interviewees to put things into their own words.

Interviews were held in a central location in each state with

the project paying travel costs for interviewees. The interviews took place in groups of three to six, and each set of interviews lasted two to three hours. (The average time was probably closer to two hours as most groups became impatient to go at that point.)

As we noted briefly earlier, there are certain possible biases inherent in doing group interviews (i.e., interviewing several people at once, as a group). The demands of time and funding required group interviews if a substantial number of interviews were to be completed in various parts of the country. Yet there were some precautions that could be taken to reduce the probable impact of "conformity bias" in the group interview setting. One simple technique was to try to keep the interviewing groups small and to meet with more than one small group in each place, wherever possible. In this way, even though there might be conformity within particular groups, there could be much diversity among groups and hence all shades of opinion and perception would presumably emerge on any issue. In all, about 60 groups of environmental leaders were interviewed separately in about 17 cities and towns around the country, producing a total of 266 interviews.

The second technique that was used to reduce possible "conformity bias" among those participating in group interviews was for the Project Staff to stress that each respondent's own personal opinion was desired, not some kind of consensus of the group present. In most cases, the group present did not constitute a natural group in any real sense, hence there were no well established norms that had grown out of long term interaction among its members and in most cases the staff felt that respondents were able

to speak up and voice their own opinions. The very diversity of comments in most group interviews is good evidence that this was the case, by and large.

The information collected by these face-to-face group interviews was analyzed rather informally, without working out precise codes and putting the resulting data onto IBM cards for counting by the computer. In some cases actual counts were made from the interview data, but in most cases only a general impression of these results is reported here. Since nearly all of the issues raised by the interviews are dealt with more precisely by the two questionnaires, it was not felt to be necessary to work for high precision in reporting and analyzing the interview results.

Instead, the interview data was used primarily for three purposes: to provide new ideas for the subsequent questionnaire survey (which was performed after nearly all of the interviews had been completed); to delve into special local situations and provide illustrative material and examples; and to provide a kind of broad and inclusive validation for the subsequent questionnaire survey -- to find out what was really on people's minds when you talked with them in person and to make sure that nothing really significant from this viewpoint was omitted from consideration in the study. As we suggested earlier, the interviews provided intensive but somewhat imprecise data for a small and highly selective sample of environmental leaders, while the questionnaire surveys provided extensive and more precise but shallower information about a larger and more representative sample of both

environmental leaders and average volunteers.

(3) THE MAIL QUESTIONNAIRE SURVEY OF ENVIRONMENTALLY CONCERNED ORGANIZATIONS

As a result of concerns emerging from the key informant interviews, together with general interests in the nature and functioning of environmental organizations, a lengthy questionnaire was created for self-administration by organization leaders. A copy of this questionnaire is reproduced as Appendix M1 in this report. In nearly all cases the questions asked had fixed response alternatives. Only a few open-ended questions were included at the end of the questionnaire to elicit special information and examples of successful environmental organizations, projects, cooperation, etc.

This questionnaire, as finally used, had gone through numerous preliminary drafts as we attempted to make it compact, easily intelligible, and still as complete as possible in terms of the goals of the study. It was pre-tested both informally and formally prior to the final form. Because of time pressures, it was not pre-tested as thoroughly as might have been ideal, but the resulting questionnaire seems to have worked well in the case of 90-95% of the respondents and items involved. Those few items that did not seem to provide reliable and internally consistent results, or that seem to have been misunderstood with some frequency, have been omitted from the analysis (e.g., items OR 7-11).

The questionnaire was sent to leaders of environmentally concerned organizations in the EPA Regions and cities discussed earlier, the same as for the key informant interviews. Although

the respondent was asked to put his name and address on the front of the questionnaire so that the staff could initially keep track of who had responded for follow-up purposes, all respondents were guaranteed anonymity in any reports made. As soon as the questionnaire was returned to the Project Office and its return was recorded, the cover sheet which identified the data with a particular person or organization was removed. Subsequently, the questionnaire was only identified by a number. We have reason to believe that this process and the guarantee of anonymity made for more honesty and frankness in response.

Within each of the EPA Regions chosen earlier and the five cities we attempted to obtain data from a total sample of voluntary organizations concerned with the environment. This meant seeking and using all kinds of available lists of environmentally concerned organizations. Some lists were based on national sources, others were regional, and still others statewide or even local. The organizations on all of these lists were compared and duplicates removed, leaving one composite list of names and addresses of organizations and (usually) their leaders to whom the so-called Organizational Questionnaire was sent. Government agencies were also removed from the list.

For the other 39 states of the U.S. not included in EPA Regions 3 and 8, a small partial sample of about a dozen organizations per state were also included as respondents to the Organizational Questionnaire. These organizations came from sets of 15 per state chosen randomly from the same lists, wherever available, that were used for the total samples in Regions 3 and 8. The sets for

each state were then examined and duplicates with regard to the 5 selected cities (actually 4, since Durango is in Region 8) were removed. Organizations that were apparently governmental agencies at one or another level were also removed, leaving the average of about a dozen per state.

As a result of these procedures there were 2034 environmentally concerned organizations identified in Region 3; 559 in Region 8 (not including the special sample from Durango); 260 from the five selected cities; and 462 from the other states of the U.S., making a total of 3,315 organizations from which the questionnaire responses were sought. The composition of this sample is worthy of a few comments.

First, on the quantitative side, we should note that the intended sample as defined above was not by any means perfectly representative of environmental organizations all over the U.S. Nobody knows just what that distribution is, but our sample was not designed to match it in any event. We focused the main effort of our data collection on just two out of ten EPA Regions in the country. These two Regions contained about 14% of the total U.S. population according to the 1970 census, but comprised about 78% of the organizations from which we sought questionnaires in this part of our study. Conversely, we have represented the other 39 states and 86% of the U.S. population by about 22% of the organizations from which we sought data.

Nevertheless, our two selected EPA Regions represent an industrial/commercial/administrative set of states and a largely

rural/ranching/farming set of states, thus providing diversity. Further, they comprise a significant proportion of the population of the U.S. and of the U.S. environmental movement, and we have represented the rest of the population and movement through a somewhat less intensive sample. The proportion of Region 3 to Region 8 environmental organizations sought for our sample was almost identical to the proportion of the 1970 U.S. population in the two regions (roughly 4 to 1).

One peculiarity of the sample is that environmentally concerned organizations in Pennsylvania are probably over-represented proportionately in our desired Region 3 sample, owing to the excellent directory of such organizations kept by the Pennsylvania Environmental Council and the Pennsylvania Environmental Planning and Information Center. Although only about 50% of the Region 3 population resides in Pennsylvania, about 74% of the Regional total of environmental organizations in our sample were sought from this state and about 66% of the organizations actually responding from the Region were from this state. On the other hand, we cannot be certain that this is really an over-representation, since the environmental movement may simply be more active in Pennsylvania than elsewhere in Region 3. Certain characteristics of the data collected and the response rates to our mail questionnaires, however, lead us to conclude that the portion of our total sample drawn from this state is more complete and reaches down to smaller, more local, and often less active environmentally concerned groups than is the case with our organization lists from other states. In this sense, our sample of organizations from

Pennsylvania is more like our samples from the five selected cities in its intensiveness and inclusiveness.

We may sum up our intended sample of organizations by saying that it contained mainly all identifiable environmentally concerned organizations from Regions 3 and 8 (about 78% of the total of about 3300 organizations), with a random selection of about a dozen of the (usually larger or more well known) corresponding organizations from the other 39 states and all known environmentally concerned organizations in the 5 selected cities and towns. The listing of environmental organizations was most thorough and complete, we believe, in the five cities and in the state of Pennsylvania (although it was probably similarly complete in Colorado, owing to the efforts of ROMCOE). In the remaining states of Regions 3 and 8 the lists were probably moderately complete (we shall say more of this in a few moments). And in the 39 states not in Regions 3 or 8, the listing of environmental organizations was consciously incomplete, although hopefully a pretty good cross-section.

With regard to the qualitative nature of our composite mailing list sample of organizations from which data were sought, we may note the following: We were careful to include not only voluntary organizations that were primarily concerned with the environment or conservation, but also voluntary organizations with other primary goals that had nevertheless a secondary interest in the environment or conservation. Some examples of organizations that we would classify as primarily environmental/conservation in nature include the following: the Sierra Club, Ecology Councils, Ecology

Action Centers, Friends of the Earth, the National Wildlife Federation, Izaak Walton Leagues, Environmental Action Centers, the Audubon Society, Recycling Committees, Watershed Associations, anti-pollution groups, organizations whose names included such terms as conservation, conservancy, preserve, wilderness, protection of, earth, green, save, clean, wildlife, nature, etc. In addition we included organizations for the protection of particular canals, rivers, bays, the air, the sea or seacoast; soil and water conservation district associations, and organizations with environmentally related acronyms like GASP (Group Against Smog and Pollution), CLEAN, SEA, etc.

Besides these primary environmental/conservation organizations of a voluntary (non-profit, non-governmental) sort, we also included substantial numbers of groups that were only secondarily concerned with the environment but which were known on a local, state or national basis to have such concerns. This category included garden and horticultural clubs; hunting, fishing, outdoor and sportsmen's clubs; women's groups like the League of Women Voters, the Junior League, the American Association of University Women, the YWCA; businessmen's groups like the Kiwanis, Rotary, Lions; community organizations like civic associations, community clubs, community improvement groups, historical societies, family planning groups and Zero Population Growth chapters; volunteer firemen, taxpayers' associations, local granges, ski clubs, boating clubs, the American Legion, beautification groups, poverty and welfare groups, miscellaneous ornithological and bird watching clubs, Nader's Raiders, Common Cause, the Population Institute,

the Urban Land Institute, and local level citizen planning commissions.

The Organizational Questionnaire was sent to the 3315 organizations on the composite list we have described with a cover letter (see Appendix M9) explaining the purposes and auspices of the Project. We asked for the return of the questionnaire within about two weeks, and provided a stamped, return-addressed envelope. A follow-up letter requesting return of the questionnaire was sent about two weeks after the original mailing (see Appendix M10).

Of the questionnaires sent out, about 93% were deliverable, while 7% were returned for bad addresses or because the organization was defunct. This means that the list of organizations we had compiled was very largely a valid one, in all probability. Only 22 of 3315 organizations to which questionnaires were sent were clearly found to be defunct.

About 18.4% of all questionnaires mailed to organizations were returned after having been completed in a usable manner. These 609 responding organizations constituted about 19.8% of the questionnaires that were received by the organizations in our sample (i.e., that were not un-deliverable). If the Pennsylvania cases are removed for separate consideration, the results look even better for the other states: Only about 15% of the Pennsylvania questionnaires received were returned after being completed, while 24% of them were returned from all other places. Surprisingly, this same average percentage characterizes the questionnaires sent to the 39 states outside Regions 3 and 8. The lower response

rate or completion rate in Pennsylvania is consistent with the apparently more thorough coverage of environmental organizations in that state, hence including many smaller and less environmentally concerned or active organizations along with the larger and more centrally concerned groups.

Given the nature of our sample and the use of a single follow-up letter, the completion rate attained is quite a respectable one. In fact, our initial expectation was for an overall 20% return and this is almost precisely what was achieved (in terms of the base number of questionnaires received by addressees).

If this were the usual mail questionnaire survey, we might have done little more than to note the foregoing figures and then go on to report our results as if they represented all environmental groups in the places we selected for study. However, in our desire to use the best methodological tools available and appropriate, we have gone further in our analysis in two respects. First, we have attempted to determine the extent of mail-back bias or the degree and manner in which organizations responding differ from those receiving the questionnaire and not responding. Second, we have attempted to estimate the relationship between our intended sample of 3315 organizations and the actual total number of environmental organizations in the U.S.

ESTIMATING THE NATURE AND DEGREE OF MAIL-BACK BIAS, IF ANY

The only way to determine whether those questionnaires that were completed and returned in a usable manner are similar to the roughly 80% that were not returned is to obtain a special sample

of those not returned. In doing this, it is crucial that the sample of non-respondents be selected randomly from the 80% of the questionnaires not returned, so that a small number of selected non-respondent interviews can be representative of the larger number of total non-respondents. Foreseeing this necessity, we had kept careful track of the actual names of the organizations that had returned their completed questionnaires.

A sample of 128 organizations was randomly selected from the total set of non-responding environmental organizations, leaving aside organizations whose questionnaires were returned because they were defunct or because we had bad addresses. This sample was stratified by geo-political area (state or city) so that an average of about 8 random non-respondents (hereafter abbreviated as "RNRs") was selected for each of the states in Regions 3 and 8 as well as the five special cities and towns. No RNRs were selected from the 39 states outside Regions 3 and 8, except for those RNRs that were from the cities falling into a few of these states.

Project Staff members then attempted to reach each of the selected RNRs by telephone. About 12% of those selected refused to cooperate when contacted. About 15% said they would send in their questionnaire but then again failed to do so. Another 2% proved to be defunct. About 34% could not be contacted at all in the time available for the RNR interviews. The remaining 49 or roughly 38% were interviewed over the telephone (or, in two cases, sent in their completed questionnaires by mail). It would have

been better if a higher completion rate was attained for these RNRs, but the cost of lengthy long-distance phone interviews was high and our limited finances finally forced us to call a halt to the RNR interviewing process. Nevertheless, the completion rate was roughly twice that in the regular sample.

The resulting RNR interviews were processed separately on the computer after coding and punching up the data in a manner identical to that used for the regular sample. Comparisons were then made for the total sample of regular and RNR data, as well as for Regions 3 and 8 alone. There were 19 cases of RNRs for each of the two EPA Regions, and another 11 cases representing the five selected cities. In discussing the differences between the regular sample and the RNRs we shall report mainly on the total set of cases in each sample, although the comparisons between the two sets of regional data are technically more accurate. In every case we have examined the regional comparisons, but they will be reported separately only when their results suggest something very different from the results of the total regular and RNR samples.

On the whole, the RNR sample results are only slightly different from the regular sample results. Many of the small observed differences are clearly related to the tendency of the RNRs to be less likely to respond to our mail questionnaire. For instance, the RNRs were about 13% more likely to be organizations that were just a mailing list of concerned people, rather than having an official membership. Perhaps as a result of this style

of organization, the RNRs tended to be somewhat larger (e.g., about 11% more of them had 500+ members than did the regular sample) and to claim more active members (e.g., about 11% more of them claimed to have 50+ really active members). The RNRs and regular samples did not differ much in the number of office staff that were volunteers vs. paid, but the RNRs were generally somewhat less likely (11%) to have the activity of their organization carried out by volunteers, especially in Region 3. The average budget of RNRs was very close to that of the regular sample (only 3% difference), although in Region 3 the RNRs were about 10% more likely to have larger budgets. As might be expected from their greater use of the mailing list style of organization, the RNRs were slightly less likely (6%) to depend primarily on memberships as a primary source of revenue.

Again as might be expected, the RNRs tended to be organizations less centrally concerned with environment/conservation matters. The RNRs had about 4% less of the primarily environment/conservation organizations among them than did the regulars. However, there were essentially no differences between the RNRs and the regular sample in terms of either total membership growth or the growth rate of active members (though the two regions showed differences of about 5%, with the RNRs reporting higher growth rates). Small differences between the two samples (about 5-7%) showed up when comparisons were made regarding an "ad hoc" orientation of the organization: the RNRs were slightly more likely to be "ad hoc" groups and to seek primarily to solve current environmental problems

as they arise. Of the subset of secondary environmental organizations, the RNRs reported about 11-14% smaller proportions of active members devoted to environmental issues and smaller proportions of total resources devoted to environmental/conservation activities. This means that many groups may have failed to respond because they had only a weak secondary interest in the environment.

In terms of the major series of questions about issues, methods, agency contacts, etc., the differences were also usually small between the two sample groups, with a few notable exceptions. The RNRs and the regular sample were very nearly the same in terms of their contact with both federal and state agencies, on the average (RNRs higher by only 2-4%). The same lack of difference was found for the tendency of the two sample groups in regard to cooperation (RNRs only 4% higher), the admission of having various kinds of organizational problems (RNRs only 2% higher), and the variety of methods used by the organization in its work (RNRs 6% higher). The RNRs were somewhat more likely (about 10%) to get involved in several different issues than were the regular sample organizations, but the most important differences seem to be in terms of how helpful the RNRs rate their federal and state agency contacts: For both federal and state relationships, the RNRs seem to have had worse experiences than the organizations in the regular sample, since about 15-16% more regular sample organizations report very helpful contacts on the average than is true for the RNRs. (This tendency is much more pronounced in Region 3 than in the other parts of the country.)

In sum, the RNRs (random non-respondents) are only slightly different from the regular sample of respondents on the average. The largest and most consistent differences between the two samples are only about 15%, in terms of perceived helpfulness of federal and state agency contacts, while the frequency of contact of the two samples with such agencies is nearly the same. This 15% difference is significant, though not very large. It suggests that the roughly 80% of the intended sample that have not responded to the mail questionnaire have generally had somewhat worse experiences in their federal and state agency contacts than the 20% of the organizations who did respond and are reported on in this study. Put another way, the figures in the body of this report, however hard they may be to accept, paint somewhat too rosy a picture of state and federal agency relationships, but only to a minor degree. This past history of less helpful contacts with governmental agencies may help explain why the non-respondents were less likely to mail back our questionnaire. They had not found governmental agency contacts to be as helpful in the past, and the present study was supported by EPA, a governmental agency.

All in all, then, the RNRs do not seem to be markedly different from the regular sample of data that we have used as our data base for much of the present report. Where differences occur, they tend to be small in magnitude, of the order of 5 to 10% on the average. Many of these differences simply indicate that the non-responding organizations are somewhat less concerned with environmental/conservation matters and often looser in their organiza-

tional style (i.e., more "ad hoc" and depending on mailing lists more than on regular membership structure). In the crucial matters of budget, membership growth rates, cooperation with other environmental organizations, perceived organizational problems, etc. the RNRs and the regular sample were very close in their distributions. This suggests that the major conclusions and recommendations reached in the body of this report, insofar as they are based on the results of the organizational questionnaire, are likely to hold true for the roughly 80% of the intended sample who did not mail back their completed questionnaires as well as for the 20% who did. At most we must keep in mind that the non-responding 80% seem to have had somewhat less helpful contacts with state and federal agencies.

ESTIMATING THE TOTAL NUMBER OF U.S. ENVIRONMENTAL/CONSERVATION VOLUNTARY GROUPS

We have now settled, for present purposes, the question of whether the organizational questionnaire data can be taken as representative of the full intended sample of organizations. The remaining question we must answer is, how many more environmentally concerned organizations are out there in the field that did not find their way onto our final intended sample list? This is very difficult to answer with any precision. However, tag recapture rate statistics* permit us to make some very rough estimates, the best we can do under the circumstances. The critical

* See R.M. Cormack, "The Statistics of Capture-Recapture Methods", Oceanography and Marine Biology Annual Review, vol. 6: 455-506 (London: George Allen Unwin, 1968).

reader will have to bear in mind that no list of environmental organizations of various kinds can be presumed to be complete, even for a single town, let alone for a state, region or the whole country. Organizations spring up and die each day, often without registering this fact with anyone beyond a few members.

It is the nature of a free democratic society that such fluidity in the voluntary sector exists. In totalitarian and colonial regimes, there is usually little freedom of association and any formal group, whether environmentally concerned or otherwise, must gain acceptance from the government and be officially registered before it can function actively. The latter arrangement makes it very easy to count and keep track of voluntary organizations of all kinds, but does so at the cost of losing freedom of association, assembly, and dissent.

To estimate the total number of environmental voluntary organizations for the country as a whole and for the two EPA Regions with which we were mainly dealing we used three independent national lists: The Environmental Yell-O-Pages (including some listings that came in too late to be included in the printed book), the Wildlife Federation Directory, and about two years' listings of the Rodale Environmental Action Bulletin. For present purposes, the voluntary groups listed in all three of these lists were first screened to remove "secondary" organizations, in the sense described earlier. (However, at the time this was done, we were still considering planned parenthood and population growth limitation groups as primary). Then all the groups in each list

that were remaining were put onto 3X5 inch note cards and separated by state.

The number of organizations by state on each list was counted. The number of organizations that were included on any two of the three lists was determined for each pair of the three lists. This number represented the overlap of, for instance, List 1 and List 2 (or List 1 and List 3, or List 2 and List 3). Then the overlap estimates were computed for each pair of overlapping lists, using the following formula:

$$\text{Overlap Estimate} = \frac{(\# \text{ of orgs. in List A})(\# \text{ of orgs. in List B})}{(\# \text{ of overlapping orgs. in List A and B})}$$

When there is no overlap between two lists, the estimate cannot ordinarily be computed, since according to the formula it becomes infinite. To get around this problem and still preserve some valuable information, we decided to compute a minimum estimate, assuming the denominator (number of overlapping organizations in the two lists being considered) to be "1", even when in fact there was no overlap. One must expect no overlap when the product of the sizes of the two lists is substantially less than the true total number of organizations. But using "1" as a denominator in the formula whenever there was in fact no overlap, we arrived at a lower limit that could be taken into account in our averaging process.

Because this estimation procedure is a crude one -- a rough rule of thumb at best -- the three estimates arrived at from overlapping the three lists in pairs tended to vary among themselves significantly. The procedure of using a "1" in the denominator

even when in fact there was no overlap produced some quite small estimates when the numbers of organizations in the two lists were small, as for some of our smaller states. Therefore, we decided to take the mean (average) of the two highest overlap estimates as our best estimate of the number of primary environmental organizations in each state based on national list data. If one of the three lists lacked any organizations for a given state, the best estimate was taken to be the one derived from the pair of lists that did overlap (this occurred only once or twice).

The resulting distribution of primary environmental organizations by state is imperfect, to be sure, but nevertheless is the best estimate presently available that is systematically derived from national sources. In Appendix M11 we present a computer map of the U.S. indicating the proportion of primary environmental/conservation voluntary organizations per 1,000,000 population based on our national list overlap estimates.

In some instances we were able to secure regional or state lists of environmental organizations to supplement the so-called "national lists" used above. By performing a similar overlapping of lists (but using the composite of all three national lists, together with a few lists of chapters from specific environmental groups -- especially Izaak Walton Leagues, Protect Your Environment Clubs, Ecology Center Communications Council Members, Zero Population Growth Chapters), we arrived at further estimates regarding the total number of environmental organizations for the several states in EPA Regions 3 and 8.

In doing this further estimation we were particularly interested in how much of an increase in the estimate resulted from using the presumably more detailed and accurate regional and state lists. Thus, we expressed the new estimate as a percentage increase over the national list overlap estimate. These increases ranged from practically nothing in the case of Delaware to about 1000% in the case of Pennsylvania. Most of the increases were moderate, with the median being about 150%. This means that having a regional or state list of organizations to compute an overlap estimate with the national composite list produced an estimate about 2.5 times what the estimate was using the three national lists in the earlier procedure we described. By taking this figure as a correction factor for the national list estimates and applying it to all states we can obtain a rough estimate of the total number of primary environmental organizations in the U.S. as a whole. The estimate for any given state may be off quite a bit (e.g., in the case of Delaware or Pennsylvania, which are at opposite ends of the range of increases observed), yet the estimates for all 50 states taken together are likely to be fairly good, as overestimates for one state counterbalance underestimates for another.

Using this correction factor of 2.5, we find that there were probably at least 20,000 environmental/conservation voluntary groups in the U.S., counting each chapter of a national organization as a separate group. From other data* it has been estimated

* See David Horton Smith, "Estimation of the Total Number of U.S. Voluntary Groups," Center for a Voluntary Society, Washington, D.C., 1972.

that there are about 25 formal voluntary groups (voluntary associations) per 1000 population in the U.S. The 20,000 environmental/conservation groups work out to around 0.1 groups per 1000 population in the U.S., using a total population estimate of 210,000,000. This means that environmental/conservation groups seem to constitute about 0.4% of the total number of U.S. voluntary groups (voluntary associations). This works out to about one primarily environmental/conservation group for every 250 formal voluntary groups in total, which seems impressionistically to be in the appropriate range.

A few further words about the correction factor of 2.5 are in order. The "list overlap estimate" procedure assumes that the lists are independent and representative of the population or statistical universe being estimated. Yet we know that the national lists are likely to be somewhat different in composition than more locally or regionally specific lists. In particular, we may expect national lists to include more "polymorphic"* voluntary associations (i.e., voluntary groups that are affiliated with national organizations). Conversely, we may expect regional and state lists to contain more "monomorphic" or one-of-a-kind voluntary groups involved in environmental matters. As a result, the national list overlap procedure we used first is likely to miss entirely many of the "monomorphic" types of environmental groups,

* For more discussion of structural type differences among voluntary groups, see David Horton Smith, The Roots of Voluntary Action: The Determinants of Individual, Organizational and Territorial Voluntary Activity (Lexington, Mass: Lexington Books, D.C. Heath and Co., forthcoming).

and consequently to underestimate the true number of environmental organizations to a substantial degree. Use of state/regional lists in conjunction with the national lists permitted us to make a rough estimate of how much we are "losing" in our national list estimates and to correct for this "loss". In the case of San Francisco we were able to use a truly "local" list and compare it with the national list results. The national lists estimate again needed to be increased by about 150%, applying a correction factor of about 2.4. In short, the correction factor of 2.5 seems to be a pretty good one even when a local list for a large city is used as the criterion.

Nevertheless, it is doubtless true that our "best estimate" here is still an underestimate of the actual number of environmental voluntary associations in existence, since many small groups in smaller towns and rural areas tend to be overlooked by the listmaking procedures that are basic to our estimation method. Until better lists or even a census of voluntary associations* are available, however, we must be content with the present rough estimates.

Another point of interest is the matter of voluntary associations that are concerned with environmental/conservation matters but that are not primarily environmental groups. These kinds of groups are very important to the environmental movement as a whole,

* The crucial need for such a periodic census of the whole voluntary sector of our society is argued in David Horton Smith, "Research on Voluntary Action -- Past, Present and Future", International Associations, in press (1972).

since they represent great resources of manpower than can be and are tapped for environmental goals.

The data we have gathered, both from lists and from questionnaires, suggest that there are roughly as many secondary environmental voluntary associations as there are primary ones. If the population growth limitation and family planning groups are called primary, then there are perhaps only 2/3 as many secondary environmental groups as there are primary groups. The national lists tend to contain as many as 90-95% primary environmental groups, while the regional and state lists contain much greater percentages of secondary environmental voluntary associations.

Where one draws the line between primary and secondary environmental voluntary associations is, of course, arbitrary. We have given our arguments earlier for our present distinction, as well as noting that we have wavered back and forth in the case of family planning/population growth groups. But since it is a matter of degree, not a sharp difference in kind, this kind of argument can never be settled. Let each person choose whatever cutoff point he or she chooses.

At the same time, the distinction between environmentally concerned voluntary associations and other kinds of voluntary groups is also to some extent arbitrary. We have attempted to study only environmentally concerned voluntary groups, yet once again the gradations are fine. Of the groups responding to our questionnaire, about 50% (of both the regular sample and the random non-respondents also) described themselves as primarily having environment/conservation goals. Of the remainder, nearly all

spent some significant proportion of their time and resources on environmental activities, thus validating their inclusion in the sample. Yet we suspect that there are many, many more voluntary groups that also spend some significant time and money on environmental affairs but that are not included in our counts or estimates. Only a complete voluntary group National Baseline Survey could settle this.

If anything, then, we expect we are farther off in our estimate of the true number of secondary environmental voluntary associations than in our estimate of the number of primary ones. We are pretty sure that there are at least as many secondary environmental groups as primary ones, but there may be even more, especially if one adopts fairly loose standards for "environmental concern". In this study we have been more interested in the central core of the environmental movement than in its periphery, hence we have not tried to cover exhaustively the whole range of voluntary groups of all kinds that spend some of their resources on the environment. But we have tried to do justice to this part of the environmental movement, so that our sample reflects the secondary environmental voluntary associations as much as it does the primary ones.

In sum, we estimate that at least 20,000 U.S. voluntary associations are secondary environmental groups, corresponding to the roughly 20,000 primary environmental groups that we estimate exist. The total U.S. environmental movement contains at least 40,000 voluntary groups, we estimate. This means that while

roughly one out of 250 U.S. voluntary associations is primarily concerned with the environment and conservation, another one out of the 250 is secondarily concerned with similar matters. Both of these figures are probably underestimates, but they represent the best we can do with available data.

ESTIMATING THE DEGREE OF COMPLETENESS OF OUR INTENDED SAMPLES

Now, finally, we can estimate the proportion of the total population of environmental voluntary groups that we have attempted to sample in our study. Of the roughly 17,400 primary environmental groups in the 39 states outside EPA Regions 3 and 8, we have attempted to sample about 3%; of the secondary environmental organizations in the same areas we have attempted to sample about 1%. For EPA Region 3 we have attempted to sample about 50% and for Region 8 about 45% of both the primary and the secondary environmental organizations present (as estimated from lists).^{*} This is a very substantial partial sample. Given in addition the similarity between the regular respondents to our organizational questionnaire and the random non-respondents, we may argue with a solid basis that our present data, as analyzed in the body of this report, are likely to reflect quite fairly the nature

* The data given in response to item OR208 enable an independent overlap estimate when compared with our actual intended sample composite test. For both Region 3 and Region 8 these additional estimates are within 15-20% of our final corrected (by a factor of 2.5) best estimates from national lists. (The new estimate is about 15% higher for Region 3, and about 20% lower for Region 8.) Hence, they provide rough corroboration of the corrected national list overlap regional estimates for these two EPA Regions we sampled intensively.

of the voluntary environmental movement in the U.S.

There are only two additional kinds of analyses we might have performed, if we had had sufficient grant funds, that might have increased the quality of our results. First, we could have analyzed the differences between those environmental organizations that occurred on two or more lists and those that occurred on only one list (using the Organization Questionnaire data). We might then have extrapolated these differences to argue that the roughly 50% of the environmentally concerned groups in Regions 3 and 8 not included in our intended sample were more like the groups found in only one list than like those found in two or more lists. If there were no significant differences between the two types of groups (those on one vs. two or more lists), we could argue that the groups not on any of our lists would be little different as well.

Second, we could have attempted to weight our present data appropriately to be representative of the U.S. as a whole. As it is, the present sample gives too much weight to Regions 3 and 8 and not enough to the other EPA Regions. To have made this weighting worthwhile, however, we would have had to have sampled the other regions of the country in more depth than we were able to. As it is, we have relatively few secondary environmental groups from these other 39 states, so that the weighting could only be valid if we took special account of this in our weighting procedure. Sufficient funds and time were not available to make possible our performing this more complex kind of analysis for the present report.

(4) THE MAIL QUESTIONNAIRE SURVEY OF INDIVIDUAL VOLUNTEERS WHO ARE MEMBERS OF ENVIRONMENTALLY CONCERNED ORGANIZATIONS

In order to find out certain key facts about the environmental volunteer as an individual in this country, we devised and pre-tested a mail questionnaire. For our purposes, we wanted to have a sample of individual volunteers corresponding roughly to the set of organizations responding to our organization questionnaire. Therefore, we decided to select a small random sample of the members of each of the 3315 environmentally concerned organizations on our final sample list. We did this in the following way.

Each organization leader who received an Organization Questionnaire to complete also received a packet containing five individual questionnaires (see Appendix M2). The accompanying letter (Appendix M9) requested the leader to take his membership list or mailing list (whichever was appropriate) and to select five persons from it at random (every nth person, where n was the result of dividing the total list by 5). The leader was then asked to send one of the five Individual Questionnaires together with a cover letter (see Appendix M12) to each of the five selected members of his organization. We stressed that the leader was not simply to hand the questionnaires to a few friends at the next meeting, etc. We were unable to determine whether our instructions were followed carefully by most leaders, but our impression is that they were followed roughly by most.

Of the 16,575 Individual Questionnaires sent out, some 1468 usable replies were received by the deadline for data processing. This was roughly 9% of the total mailed. The completion rate was

thus about one-half the completion rate for the Organization Questionnaire. We consider this rate reasonable in view of the fact that the mailing was a two-stage process -- not only did the individual volunteer have to respond to the questionnaire quickly when he or she received it, but the organization leader also had to take the time to perform his sampling and mailing tasks appropriately within the suggested time frame.

Lack of sufficient time and money prevented us from doing a phone interview survey of random non-respondents among the members of the intended individual volunteers sample. Foreseeing this difficulty, moreover, we did not attempt to identify the individual questionnaires in any way with their corresponding organization. As a result, we must rely on our random non-respondent analysis from the Organization Questionnaire if we are to get any idea of how much mail-back bias there might be. On this basis, which is admittedly not the strongest imaginable, we conclude tentatively that the non-responding environmental volunteers are likely to be fairly similar to those who did respond and whose questionnaires were analyzed in part in the present report. If there are any significant differences between those who did respond and those who did not, it is probable that the non-responding volunteers are less active in various ways than are the individuals represented in our data.

Thus, although we do not believe that there are major differences between our respondents and the non-respondents, such differences could exist. And if they exist, they are likely to be of a sort that makes our present data somewhat overestimate the

activity, energy, involvement, etc. of the average environmental volunteer. As in any other activity, the more generally involved and active person will tend to be the one who took our questionnaire and research project seriously to the extent of filling out the questionnaire.

The question of how our intended (vs. actual) sample compares with the total universe or population of individual environmental volunteers is a tricky one. One special problem is that a single individual can be an active (or inactive) member of more than one environmentally concerned organization at the same time. Therefore, the total population of environmentally concerned volunteers in this country is not simply the estimated number of environmentally concerned organizations multiplied by the estimated average number of members of each organization. Such an estimation procedure would result in substantial over-estimation, since people with multiple memberships would be counted several times. We do not have any data on the proportion of multiple memberships among environmental volunteers. Hence we cannot make any reasonable estimates using an appropriate correction factor for multiple memberships.

Another problem with estimating the total population of environmentally concerned volunteers lies in the fact that many of the volunteers involved in environmentally concerned organizations may have themselves little or no interest in the environment and conservation, or at least little or no active involvement. We may assume that essentially all members of primary environmental/conservation organizations have some interest and involvement with

environmental matters. But for the secondary organizations, as we have termed them, where the goal of improving the environment is secondary to some other goal or goals, there are doubtless many volunteers who are uninvolved in environmental matters. Since secondary environmental organizations comprise about half of our intended sample (and hence presumably their members constitute about half of our intended sample of individuals), these unconcerned individuals may constitute a significant number of our intended sample as well as of the larger population of volunteers in environmentally concerned organizations. To further complicate matters, the environmentally concerned volunteer in secondary organizations may be more likely to have returned our Individual Questionnaire than his less interested fellow members. Hence we could not use the present data to estimate accurately the proportion of environmentally concerned volunteers in secondary organizations. A follow-up on random non-respondents again would be necessary to obtain reliable data on that issue.

What we can say about the present intended individual sample, then, is only that it represents a very tiny percentage of the total population of environmentally concerned volunteers. Nevertheless, it has the great virtue of being highly diverse as regards geography and the kinds of environmentally concerned organization(s) with which the responding individual volunteer is affiliated. And although the sample probably was not always drawn from within various organizations in a perfectly random and representative manner, we have reason to believe that the various

kinds of deviation from randomness have largely canceled each other out, since so many different organization leaders (all following the same standard instructions regarding randomness) were involved in selecting the individuals who would be asked to respond to the questionnaire.

(5) CODING AND DATA PROCESSING

The questionnaires from both mail surveys were carefully screened by trained coders to prepare them for keypunching onto IBM cards. This screening involved resolving and eliminating multiple responses to the same item, coding a fixed alternative on the basis of written comments wherever possible (i.e., if the respondent had written in his answer rather than checking an alternative provided), and circling "not applicable" or "not at all" in certain series of questions where it was clear that omission of marks near a particular item in a series was tantamount to such a response (e.g., where the respondent checked a few issues as primary and secondary for his organization, but failed to make any mark beside the remaining issues in a long list).

After being screened, each questionnaire was keypunched and the cards verified to minimize keypunching errors. Errors discovered in the verification process were corrected. All keypunching was done directly from the original questionnaires, which were set up to facilitate this.

The computations of statistics on the two sets of questionnaire data, Organizational and Individual, were performed on an IBM 360/40 computer. The programs used were partly created explicitly for this project and partly from an existing social

science statistical package of programs (SPSS). Some of the computer time involved was contributed gratis by the Institute of Human Sciences, Boston College. The most basic computation runs on the data were performed independently at two different computer centers with two different programs and cross-checked for accuracy. Any discrepancies found were resolved. Hence, we have good reason to believe that the computations made on the present questionnaire data are quite accurate.

(6) THE GENERAL RELIABILITY AND VALIDITY OF THE QUESTIONNAIRE RESULTS

The foregoing has been a very detailed and complex discussion of the various major methodological aspects of the questionnaire survey analysis in this project. Now let us try to sum it all up in a few words, drawing practical implications for the reader of this report. We have worked very hard in the two surveys to try to make the resulting data as valid and reliable as possible under the circumstances. Part of the process used was to cross-check the mail questionnaire data we obtained against small samples of data that we did not obtain through our usual mail questionnaire survey process. The list overlap estimation procedures lead us to conclude that our intended sample comprised roughly half the environmentally concerned voluntary organizations in EPA Regions 3 and 8, which were chosen for intensive study, and a very small percentage (about 2%) of the environmentally concerned voluntary organizations elsewhere in the U.S. The data from Organizational Questionnaires that were returned in a usable

form appear to be quite similar to telephone interview data from a small sample of random non-respondents (using the same questionnaire). Hence, the roughly 80% of the environmentally concerned organizations in our intended sample who did not actually respond appear to be in most respects similar to the 20% who did respond. Thus, the data on environmentally concerned organizations reported here can be taken more or less at face value without fear that they paint a very different picture from the one that would be painted by the 80% of the desired data we did not obtain.

We are less certain that the data from the Individual Questionnaires as reported here does not differ from the data that we were unable to collect from non-respondents in the intended sample. However, the sample is quite diverse and probably reasonably random with regard to the individuals chosen within particular environmentally concerned organizations. These facts, together with some extrapolation from the random non-respondent analysis on the Organizational Questionnaires, lead us to conclude that the data reported here on the basis of Individual Questionnaires is also reasonably reliable and valid.

Since both questionnaires were created with the intensive participation of several environmentalists on the Project Staff, most of the items in both questionnaires seem to have substantial face validity for the people selected as potential respondents. Comparison of results among the key informant interviews, Organization Questionnaires, and Individual Questionnaires was performed as a kind of cross-checking of findings to produce increased validity of the multi-method variety.

In sum, the data reported here provide a solid basis for drawing some conclusions about the nature of the environmental movement in EPA Regions 3 and 8 especially. There is some representation of the rest of the country in our data, and the results for this portion of the data are broadly similar (making allowances for sampling differences) to the results for Regions 3 and 8. When the term "national sample" is used in the body of this report, therefore, it is used loosely to refer to the results of our conglomerate sample, with primary concentration on two EPA Regions. The results of future intensive studies of the other eight EPA Regions will probably be similar in broad outline to what we have found here, although there will doubtless also be some areas of substantial difference.

In view of the sampling procedures and the numbers of cases available for analysis, the greatest amount of confidence can be placed in the results and corresponding conclusions from the combined Region 3 data and combined Region 8 data. A perfect representative random sample of interviews with organizations and individual volunteers from these two regions would probably show results within 10-20% of what we have found on most items. When analyses are made of state data or city data, the numbers of cases become smaller and the possibilities of special sampling biases become greater, so that the results are correspondingly less reliable on the whole. We report these results on smaller sub-samples (states and cities/towns) mainly for illustrative and suggestive value, although the larger state samples probably

have substantial reliability and validity (e.g., Pennsylvania, Colorado, Virginia).

When the numbers of cases in a particular sub-sample fall below 50 the reader should begin to be wary, and when they fall below 25 or so the results must be taken with a grain of salt -- although the broadest trends portrayed are likely to be fairly reliable. When the number of cases in a sub-sample falls below about 10, the results have very little reliability (except where this small number represents a majority of the existing cases of a particular kind -- e.g., a majority of the environmentally concerned organizations that exist in Durango, Colorado).

The results for the total sample have the largest case base to back them up, but the composition of the present total sample is not representative in a strict statistical sense of the whole country. Hence, the Region 3 and Region 8 results are likely to be more reliable and valid as regards the portions of the U.S. environmental movement contained within these regions than the total sample is reliable and valid regarding the total voluntary environmental movement in the U.S. But because the composite results of the small samples from the other eight EPA Regions (i.e., the "other 39 states") are largely similar to the Region 3 and 8 results, the total sample results are unlikely to be far wide of the mark in representing roughly the voluntary U.S. environmental movement as a whole.

For the sake of completeness and balance, we should mention that the present study is best viewed as a pilot study, an explora-

tory partial survey of the voluntary segment of the U.S. environmental movement, rather than a final, definitive, comprehensive study. The latter kind of study, as noted earlier, would have cost about 10 to 20 times as much money as was available for the present project, and would have taken perhaps 5 times as long to complete. We hope that the results of the present study will be sufficiently promising and useful to encourage funding agencies, both private and public, to undertake similar and even more substantial efforts in the future. With more funding it would be possible to use area probability sampling for both organizations and individuals, and to conduct large numbers of in-person interviews rather than depending so much on mailed questionnaires. Additional funds would also permit ^{more} extensive analysis than has been possible here, weighting of the sample to approximate the whole country's distribution of organizations and volunteers, and other methodological refinements that would enhance the reliability, validity, and utility of the results.

Finally, the present author and his organization, the Center for a Voluntary Society, are firmly of the opinion that the present kind of study is absolutely vital for the continued growth and increased effectiveness of the voluntary sector of American society. In an increasingly complex technocratic society, those who control the definitions of reality wield great power. Those who are aware of the "facts", by the same token, have a competitive advantage over those who are ignorant of them. Neither voluntary groups nor volunteers can take advantage of good opportunities or

avoid potential dangers unless they are aware of them. Therefore, it is critical that voluntary groups of all kinds have a data base and continually accumulating store of available, relevant knowledge that is adequate to the tasks to be faced and the goals sought. We may be sure that government and business organizations are concerned about their data bases, and we in the voluntary sector should be even more concerned about our own. But ours should be independently derived.

Part of the data base the voluntary sector must have relates to "external reality" -- the conditions outside a given voluntary group or movement and even outside the voluntary sector. This is the "social environment" within which a voluntary group or social movement must function. But it is equally important, in our opinion, for voluntary groups and the voluntary sector as a whole to study continually their "internal reality" -- the nature of their own group and the voluntary sector itself. "Know thyself" is an important motto as much for voluntary groups and social movements as it is for individuals.* Such knowledge, like all knowledge is power. It can admittedly be used either for good or for ill, but the strong and free voluntary group or movement need have nothing to fear from the light of truth. We have performed this study as the equivalent of fire prevention researchers -- not as arsonists.

* For further elaboration of some of these points regarding the need for an adequate data base in the voluntary sector, see David Horton Smith, and John Dixon, "Management, Governance, and Voluntary Groups", in Charles Darling and Theodore Smith, eds., Management in a Changing World (New York: The Conference Board, forthcoming (1973)).

Center for Voluntary Action

NATIONAL CENTER FOR VOLUNTARY ACTION ENVIRONMENTAL PROJECT ORGANIZATION QUESTIONNAIRE

(This information will be separated from the rest of the questionnaire when it arrives at our office. Its only purpose is to keep track of respondents).

I. General Information

Name of Organization _____

Address _____
Street City, State Zip

Telephone _____
Area Code

Name of Chief Officer _____

Address _____
Street City, State Zip

Telephone _____
Area Code

II. Title or Function of Person Filling Out Questionnaire.

(OR-1a)

III. A. Please circle the number beside your city or state.

(OR-1b)

- | | |
|---|------------------|
| 1. Delaware | 7. Colorado |
| 2. Maryland | 8. Montana |
| 3. Pennsylvania | 9. North Dakota |
| 4. West Virginia | 10. South Dakota |
| 5. Virginia | 11. Utah |
| 6. District of Columbia (city only) | 12. Wyoming |
| 13. San Francisco Metropolitan Area, California | |
| 14. St. Louis Metropolitan Area, Missouri
(East St. Louis, Illinois) | |
| 15. Birmingham Metropolitan Area, Alabama | |
| 16. Amherst, Massachusetts | |
| 17. Durango, Colorado | |
| 18. Other (specify: _____) | |

IV. Characteristics of your membership (or mailing list if not a membership organization).

A. In addition to leaders/staff, does your organization have:

(OR-2)

1. ☐ An official "membership"?
2. ☐ Just a mailing list of concerned people?

B. What was the total number of your membership (or mailing list) as of December 31, 1971?

_____ individuals,

(OR-3a)

_____ organizations or groups

(OR-3b)

C. How many members actually participate in your activities (that is, how many members get involved in doing something connected with your organization's goals)?

(OR-4)

_____ individuals

D. What is the average age of your total membership? (Please estimate!)

(OR-5)

_____ years

E. About what percentage of your members have the following characteristics? (Please write your estimate for each item):

- about _____ percent women (OR-6)
 about _____ percent students/youth (under 25) (OR-7)
 about _____ percent retired/aged (65 or over) (OR-8)
 about _____ percent minority/racial/ethnic origin
 (specify which origins) _____ (OR-9)
 about _____ percent with 4 or more years of college (OR-10)
 about _____ with less than a college education (high
 school or less) (OR-11)

F. About what percentage of your members have the following occupations? (Please write in your estimate for each item):

- about _____ percent professional/scientific/technical/
 academic (OR-12)
 about _____ percent managers/administrators/proprietors
 (including self employed retailers) (OR-13)
 about _____ percent clerical/office/sales (OR-14)
 about _____ percent farming/forestry/agriculture (OR-15)
 about _____ percent craftsmen/factory workers/transport
 workers/skilled or semi-skilled labor (OR-16)
 about _____ percent service workers (personnel, protective,
 cleaning) (OR-17)
 about _____ percent housewives (OR-18)
 about _____ percent university/college students (OR-19)
 about _____ percent high school/grade school students (OR-20)
 about _____ percent on pension or retired (OR-21)
 about _____ percent on welfare (OR-22)
 about _____ percent unemployed (seeking job) (OR-23)
 about _____ percent other (specify) _____ (OR-24)

V. Operational Characteristics of Your Organization

A. For how many years has your organization been environmentally active? (OR-25)

_____ years

B. If "staff" are defined as "those involved in full or part-time maintenance of an office", does your organization have: (OR-26)
(Check one)

1. ☐ No Staff at all?
2. ☐ All Volunteer staff?
3. ☐ Some paid Staff?
4. ☐ All paid Staff?

C. Does your organization have: (Check one) (OR-27)

1. ☐ No paid secretary (part or full time)?
2. ☐ Not more than a part-time paid secretary?
3. ☐ At least one full-time paid secretary?

D. Does your organization have: (Check one) (OR-28)

1. ☐ No Staff Director?
2. ☐ A part-time Staff Director?
3. ☐ A full-time Staff Director?

E. Do you have other staff members? (Check one) (OR-29)

1. ☐ No
2. ☐ Yes, one or two (specify): _____
3. ☐ Yes, several (specify): _____

F. What percentage of the activity of your organization is carried out by volunteers. (OR-30)

1. ☐ Less than 25%
2. ☐ 26-50%
3. ☐ 51-75%
4. ☐ More than 75%

G. Please check ONE below to indicate how MOST major decisions are made. (OR-31)

1. ☐ Chief Officer only
2. ☐ Full time staff
3. ☐ Executive Board
4. ☐ Active Members only
5. ☐ Vote of the Membership
6. ☐ Other (specify) _____

H. Central Quarters are Located in (check one only):

(OR-32)

- 1. ☐ Private Home
- 2. ☐ Shared Office Space
- 3. ☐ Private Office Space
- 4. ☐ Other (specify) _____

I. Total Annual Budget (from all sources):

(OR-33)

- 1. ☐ Under \$500
- 2. ☐ \$500-\$1,000
- 3. ☐ \$1,001-\$2,000
- 4. ☐ \$2,001-\$4,000
- 5. ☐ \$4,001-\$6,000
- 6. ☐ \$6,001-\$10,000
- 7. ☐ \$10,001-\$15,000
- 8. ☐ \$15,001-\$25,000
- 9. ☐ \$25,001-\$50,000
- 10. ☐ \$50,001-\$100,000
- 11. ☐ \$100,001-\$250,000
- 12. ☐ \$250,001-\$500,000
- 13. ☐ Over \$500,000

J. Sources of Current Revenue

Please circle "1" where NOT applicable
"2" before SECONDARY sources of revenue
"3" before PRIMARY sources of revenue

Not Applicable Secondary Primary				
1	2	3	Memberships	(OR-34)
1	2	3	Subscriptions	(OR-35)
1	2	3	Foundations/Private Grants	(OR-36)
1	2	3	Individual Donations	(OR-37)
1	2	3	Corporate/Financial Contributions	(OR-38)
1	2	3	Government (please list sources, amounts and purposes of funds received during the last 12 months on a separate page)	(OR-39)
1	2	3	Sales	(OR-40)
1	2	3	Fees and Service Charges	(OR-41)
1	2	3	Other (specify) _____	(OR-42)

- K. If your organization currently receives revenue from private foundations, please indicate the source of that revenue below.

Please circle "1" where NOT applicable.

"2" before SECONDARY sources of revenue.

"3" before PRIMARY sources of revenue.

Not Applicable	Secondary	Primary		
1	2	3	National Foundations	(OR-43)
1	2	3	Local "Family" Foundations	(OR-44)
1	2	3	Local Community Foundations	(OR-45)
1	2	3	Company Sponsored Foundations	(OR-46)

- L. Please check your IRS status (Check ONE only). (OR-47)

1. ☐ Profit Making
2. ☐ Non Profit, Non-tax exempt
3. ☐ Non Profit, Tax-exempt, Private Foundation
4. ☐ Non Profit, Tax-exempt, Public Foundation
5. ☐ Don't know
6. ☐ Other (specify) _____

- VI. Organizational characteristics (answer for your local group, chapter, council only).

- A. What geographic area does your Organizational Unit represent? (OR-48)
(Please check ONE only.)

1. ☐ National
2. ☐ Regional (multi-state)
3. ☐ Watershed
4. ☐ State
5. ☐ Multi-town, Multi-county
6. ☐ Metropolitan Area
7. ☐ Town or County Only
8. ☐ Smaller Local Unit only
9. ☐ Local Affiliate or Chapter, of State, Regional, or National Organization

B. At what geographic levels does your organization most commonly get involved in environmental activities?

Please circle "1" if it does NOT describe the scope of your activities.
 "2" before the SECONDARY geographic scope of your activities.
 "3" before the PRIMARY geographic scope of your activities.
 (Please circle all that apply).

Not Descriptive	Secondary	Primary		
1	2	3	Neighborhood	(OR-49)
1	2	3	Municipal	(OR-50)
1	2	3	County	(OR-51)
1	2	3	Multi-county, Multi-town	(OR-52)
1	2	3	Metropolitan Area	(OR-53)
1	2	3	Watershed	(OR-54)
1	2	3	State	(OR-55)
1	2	3	Regional (multi-state)	(OR-56)
1	2	3	National	(OR-57)

C. Which SINGLE category comes closest to describing your organization? (OR-58)

1. ☐ Agricultural
2. ☐ Business
3. ☐ Civic
4. ☐ Cultural (historic association, etc.)
5. ☐ Educational
6. ☐ Environmental/Conservation (specify subtype: _____)
7. ☐ Fraternal/Social
8. ☐ Health
9. ☐ Labor
10. ☐ Political
11. ☐ Professional
12. ☐ Recreational
13. ☐ Religious
14. ☐ Scientific/Technical
15. ☐ Social Service/Welfare
16. ☐ Student
17. ☐ Other (specify) _____

D. What has been the general growth rate for your total membership (or mailing list, if not a membership organization) since January 1, 1970? (Please estimate). (OR-59)

- 1. ☐ Over 100%
- 2. ☐ 75%—100%
- 3. ☐ 55%—74%
- 4. ☐ 35%—54%
- 5. ☐ 25%—34%
- 6. ☐ 15%—24%
- 7. ☐ 9%—14%
- 8. ☐ 4%— 8%
- 9. ☐ 1%— 3%
- 10. ☐ Membership participation has remained steady
- 11. ☐ There has been some decline (less than 10%)
- 12. ☐ There has been significant decline (10% to 30%)
- 13. ☐ There has been substantial decline (more than 30%)

E. What has been the general growth rate of the number of members actually participating in environmental activities since January 1, 1970? (Please estimate.) (OR-60)

- 1. ☐ Over 100%
- 2. ☐ 75%—100%
- 3. ☐ 55%—74%
- 4. ☐ 35%—54%
- 5. ☐ 25%—34%
- 6. ☐ 15%—24%
- 7. ☐ 9%—14%
- 8. ☐ 4%— 8%
- 9. ☐ 1%— 3%
- 10. ☐ Membership participation has remained steady
- 11. ☐ There has been some decline (less than 10%)
- 12. ☐ There has been significant decline (10% to 30%)
- 13. ☐ There has been a substantial decline (more than 30%)

F. Is your organization an ad hoc group organized to deal mainly with one specific issue? (OR-61)

- 1. ☐ Yes
- 2. ☐ No

G. Please check ONE: (OR-62)

- 1. ☐ Do you PRIMARILY seek to solve current environmental problems as they arise? or:
- 2. ☐ Do you PRIMARILY seek to avert future environmental problems?

- H. Please check the frequency with which you have involved persons in your community who are not members of your organization in an environmental activity or project during the last year. (OR-63)

1. ☐ Very frequently
2. ☐ Frequently
3. ☐ Occasionally
4. ☐ Rarely
5. ☐ Never

- I. Please estimate the number of persons outside your organization who have at least OCCASIONALLY become involved in an environmental activity of your organization over the course of the last year. (OR-64)

_____ persons

IF YOU ARE PRIMARILY AN ENVIRONMENT/CONSERVATION ORGANIZATION, GO ON TO QUESTION VII.

- J. What percent of the really ACTIVE and committed members in your organization devote the majority of their activities within the organization to environmental issues? (Please estimate). (OR-65)

1. ☐ Less than 5%
2. ☐ 5%–15%
3. ☐ 16%–25%
4. ☐ 26%–40%
5. ☐ 41%–60%
6. ☐ Over 60%

- K. What percent of your TOTAL financial resources are spent on environmental/conservation activities? (Please estimate). (OR-66)

1. ☐ Less than 5%
2. ☐ 5%–15%
3. ☐ 16%–25%
4. ☐ 26%–40%
5. ☐ 41%–60%
6. ☐ Over 60%

VII. Issues

A. Please circle "1" before any category that is NOT a focus at all,
 "2" before any category that is a SECONDARY group focus,
 "3" before any category that is a PRIMARY group focus.

Not a focus	Secondary focus	Primary focus		
1	2	3	Air quality	(OR-67)
1	2	3	Beautification	(OR-68)
1	2	3	Economic growth and development	(OR-69)
1	2	3	Economic priorities	(OR-70)
1	2	3	Energy	(OR-71)
1	2	3	Facility siting	(OR-72)
1	2	3	Fisheries	(OR-73)
1	2	3	Forestry	(OR-74)
1	2	3	Government organization	(OR-75)
1	2	3	Health and safety	(OR-76)
1	2	3	Highways	(OR-77)
1	2	3	Land-use control	(OR-78)
1	2	3	Land-use planning	(OR-79)
1	2	3	Mining	(OR-80)
1	2	3	Natural or wild area preservation	(OR-81)
1	2	3	Noise	(OR-82)
1	2	3	Outdoor recreation	(OR-83)
1	2	3	Parks	(OR-84)
1	2	3	Pesticides	(OR-85)
1	2	3	Petroleum development	(OR-86)
1	2	3	Population	(OR-87)
1	2	3	Rat/pest control	(OR-88)
1	2	3	Sanitation	(OR-89)
1	2	3	Soil Conservation	(OR-90)
1	2	3	Solid waste/recycling	(OR-91)
1	2	3	Public Transportation	(OR-92)
1	2	3	Water management	(OR-93)
1	2	3	Water quality	(OR-94)
1	2	3	Wetlands	(OR-95)
1	2	3	Wildlife	(OR-96)
1	2	3	Other (specify) _____	(OR-97)

VIII. Methods

Circle "1" for methods you do NOT use.
 "2" for SECONDARY methods
 "3" for PRIMARY methods

A. Political/Social Change Methods.

Not Used	Secondary	Primary		
1	2	3	Lobbying	(OR-98)
1	2	3	Informal pressure on leaders	(OR-99)
1	2	3	Litigation	(OR-100)
1	2	3	Information dissemination	(OR-101)
1	2	3	Public education	(OR-102)
1	2	3	Research	(OR-103)
1	2	3	Protests and demonstrations	(OR-104)
1	2	3	Economic pressure/boycotts	(OR-105)
1	2	3	Letter writing	(OR-106)
1	2	3	Publicity	(OR-107)
1	2	3	Alternative life style	(OR-108)
1	2	3	Participation in hearings	(OR-109)
1	2	3	Helping prepare/write legislation	(OR-110)
1	2	3	Public meetings/discussions	(OR-111)
1	2	3	Other, political/social action (specify) _____	(OR-112)

B. Community Service Methods

Not Used	Secondary	Primary		
1	2	3	Public education	(OR-113)
1	2	3	School programs	(OR-114)
1	2	3	Recycling/demonstration projects	(OR-115)
1	2	3	Beautification	(OR-116)
1	2	3	Other physical community improvement (specify _____)	(OR-117)
1	2	3	Studies/surveys	(OR-118)
1	2	3	Monitoring	(OR-119)
1	2	3	Public meetings/discussions	(OR-120)
1	2	3	Other (specify) _____	(OR-121)

IX. Organizational and Operational Problems

Please circle "1" if the category is NOT a problem.

"2" if the category is a SECONDARY problem.

"3" if the category is a PRIMARY problem.

Not a Problem	Secondary	Primary		
1	2	3	Lack of inter-group coordination of environmental activity	(OR-122)
1	2	3	Better evaluation of group's effectiveness and impact	(OR-123)
1	2	3	Lack of contact with other environmentally interested groups	(OR-124)
1	2	3	IRS Tax Laws	(OR-125)
1	2	3	Funding	(OR-126)
1	2	3	Physical Needs (clerical help, equipment, office space, etc.)	(OR-127)
1	2	3	Inadequate information services on environmental issues	(OR-128)
1	2	3	Inadequate information on organizing environmental activity	(OR-129)
1	2	3	Unresponsiveness of government	(OR-130)
1	2	3	Unresponsiveness of business	(OR-131)
1	2	3	Lack of legal assistance	(OR-132)
1	2	3	Lack of technical advice	(OR-133)
1	2	3	Lack of staff/membership expertise	(OR-134)
1	2	3	Need to broaden the membership base	(OR-135)
1	2	3	Training volunteers	(OR-136)
1	2	3	Utilizing volunteers	(OR-137)
1	2	3	Recruiting volunteers	(OR-138)
1	2	3	Leadership development	(OR-139)
1	2	3	Other (specify) _____	(OR-140)

X. GOVERNMENT AGENCY RELATIONSHIPS

A. Have you turned to the local or regional offices of the Environmental Protection Agency for assistance? (OR-141)

1. ☐ Yes

2. ☐ No

B. Has the regional EPA public affairs office attempted to initiate and maintain contact with your organization? (OR-142)

1. ☐ Yes

2. ☐ No

C. Please indicate below the frequency and helpfulness of contacts your group has had with each of these FEDERAL agencies with environmental mandates and concerns.

	a. FREQUENCY of contact with agency.			b. HELPFULNESS of contact with agency.			
	NONE	SOME	MUCH	NOT HELPFUL	SOMEWHAT HELPFUL	VERY HELPFUL	
Environmental Protection Agency	1	2	3	1	2	3	(OR-143)
National Park Service, USDI	1	2	3	1	2	3	(OR-144)
Bureau of Outdoor Recreation, USDI	1	2	3	1	2	3	(OR-145)
Bureau of Land Management, USDI	1	2	3	1	2	3	(OR-146)
Bureau of Reclamation, USDI	1	2	3	1	2	3	(OR-147)
Bureau of Sports Fisheries and Wildlife, USDI	1	2	3	1	2	3	(OR-148)
Bureau of Mines, USDI	1	2	3	1	2	3	(OR-149)
Urban Mass Transit Adm., USDOT	1	2	3	1	2	3	(OR-150)
Federal Highway Administration, USDOT	1	2	3	1	2	3	(OR-151)
Soil Conservation Service, USDA	1	2	3	1	2	3	(OR-152)
Forest Service, USDA	1	2	3	1	2	3	(OR-153)
Pesticides Regulation Division, USDA	1	2	3	1	2	3	(OR-154)
Office of Environmental Ed., DHEW	1	2	3	1	2	3	(OR-155)

Also circle one number in this set of columns for each agency.

Please indicate below the frequency and helpfulness of contacts your group has had with each of those FEDERAL agencies with environmental mandates and concerns.

Circle one number in this set of columns for each agency.

a.
FREQUENCY of contact with agency.

NONE SOME MUCH

National Oceanic and Atmospheric Administration, DOC	1	2	3
Office of Environment and Urban Systems, USDOT	1	2	3
U.S. Army Corps of Engineers, DOD	1	2	3
Environmental and Land-Use Planning Division, HUD	1	2	3
Council on Environmental Quality	1	2	3
Office of the Advisor on Environmental Quality, FPC	1	2	3
Occupational Safety and Health Review Commission	1	2	3
Occupational Safety and Health Administration, USDOL	1	2	3
Land and Natural Resources Div., USDOJ	1	2	3
Atomic Energy Commission	1	2	3
Other (including Federal or State Commissions)	1	2	3

(Specify) _____

Also circle one number in this set of columns for each agency.

b.

HELPFULNESS of contact with agency.

NOT HELPFUL SOMEWHAT HELPFUL VERY HELPFUL

1	2	3	(OR-156)
1	2	3	(OR-157)
1	2	3	(OR-158)
1	2	3	(OR-159)
1	2	3	(OR-160)
1	2	3	(OR-161)
1	2	3	(OR-162)
1	2	3	(OR-163)
1	2	3	(OR-164)
1	2	3	(OR-165)
1	2	3	(OR-166)

D.

Please indicate below the frequency and helpfulness of contacts your group has had with each of these STATE agencies with environmental mandates and concerns.

DEPARTMENT/AGENCY/ OR ADMINISTRATION	a.			
	FREQUENCY of contact with agency.			
	NONE	SOME	MUCH	
Environment/Conservation/Natural Resources	1	2	3	
Parks/Recreation	1	2	3	
Forestry	1	2	3	
Fish/Wildlife Management	1	2	3	
Planning	1	2	3	
Highways	1	2	3	
Transportation	1	2	3	
Economic Development	1	2	3	

Also circle one number in this set of columns for each agency.

b.			
HELPFULNESS of contact with agency.			
NOT HELPFUL	SOMEWHAT HELPFUL	VERY HELPFUL	
1	2	3	(OR-167)
1	2	3	(OR-168)
1	2	3	(OR-169)
1	2	3	(OR-170)
1	2	3	(OR-171)
1	2	3	(OR-172)
1	2	3	(OR-173)
1	2	3	(OR-174)

Please indicate below the frequency and helpfulness of contacts your group has had with each of those STATE agencies with environmental mandates and concerns.

DEPARTMENT/AGENCY/ OR ADMINISTRATION	a. FREQUENCY of contact with agency.			b. HELPFULNESS of contact with agency.			
	NONE	SOME	MUCH	NOT HELPFUL	SOMEWHAT HELPFUL	VERY HELPFUL	
Public works	1	2	3	1	2	3	(OR-175)
Health	1	2	3	1	2	3	(OR-176)
Department of Education	1	2	3	1	2	3	(OR-177)
Air Pollution Control	1	2	3	1	2	3	(OR-178)
Water Resources Agency	1	2	3	1	2	3	(OR-179)
Water Pollution	1	2	3	1	2	3	(OR-180)
Agricultural Department	1	2	3	1	2	3	(OR-181)
Cooperative Extension Service (county/state)	1	2	3	1	2	3	(OR-182)
Soil and Water Conservation District	1	2	3	1	2	3	(OR-183)
Regulatory Commission	1	2	3	1	2	3	(OR-184)
Other (specify) _____	1	2	3	1	2	3	(OR-185)

Also circle one number in this set of columns for each agency.

E. Do you regularly receive information and material from your regional EPA office? (OR-186)

- 1. ☐ Yes
- 2. ☐ No

F. Do you regularly receive information and material from the national EPA office? (OR-187)

- 1. ☐ Yes
- 2. ☐ No

G. Please rate the adequacy of your overall contact with local or regional EPA offices (criteria used in the rating might be availability of information, responsiveness to citizen requests, and amount of citizen input into the agency decision making process). (OR-188)

- 1. ☐ Excellent
- 2. ☐ Very Good
- 3. ☐ Good
- 4. ☐ Fair
- 5. ☐ Poor
- 6. ☐ Totally Inadequate
- 7. ☐ No Contact

H. Please rate the helpfulness of the EPA in comparison with other federal agencies with whom you have had close contact. (OR-189)

- 1. ☐ Excellent
- 2. ☐ Very Good
- 3. ☐ Good
- 4. ☐ Fair
- 5. ☐ Poor
- 6. ☐ Totally Inadequate
- 7. ☐ No Contact

I. How do you find state agencies in comparison with federal agencies? (OR-190)

- 1. ☐ State agencies more helpful?
- 2. ☐ State agencies as helpful?
- 3. ☐ State agencies less helpful?

XI. A. How often do you cooperate with other non-governmental organizations on environmental issues? (OR-191)

1. ☐ Never
2. ☐ Rarely
3. ☐ Occasionally
4. ☐ Often

B. When you do cooperate with other non-governmental organizations on environmental issues, how frequent are each of the following types of mutual cooperation? (Please circle one number for each type.)

NOT FREQUENT		FREQUENT		
1	2		Familiarity with programs of other organizations	(OR-192)
1	2		Familiarity with personnel of other organizations	(OR-193)
1	2		Informal communication with other organizations	(OR-194)
1	2		Informal working together on issues	(OR-195)
1	2		Informal exchange of personnel, material, resources	(OR-196)
1	2		Formal exchange of information	(OR-197)
1	2		Formal exchange of personnel, material, etc.	(OR-198)
1	2		Formal joint projects	(OR-199)
1	2		Formal joint budgetary considerations	(OR-200)
1	2		Formal written agreements re: policy and programs	(OR-201)
1	2		Member of coordinating council	(OR-202)

C. Before receiving this questionnaire were you familiar with the aims of the National Center for Voluntary Action and the Voluntary Action Centers?

(OR-203)

1. ☐ Yes
2. ☐ Only recognized the names
3. ☐ Have heard of Voluntary Action Centers only.
4. ☐ Have heard of the National Center for Voluntary Action.
5. ☐ Never heard of either.

IF YOU DID NOT CHECK (1), DO NOT ANSWER D.

D. Have you had any use for the service of the nearest Voluntary Action Center?

(OR-204)

1. ☐ Yes
2. ☐ No, but we have been in contact
3. ☐ No

XII. What things can be done to foster greater cooperation among various environmentally concerned non-governmental groups?

(OR-205)

XIII. Please describe your most effective single project or activity to date. Explain why you consider it your most effective, and describe what techniques, approaches, etc. you found most and least effective.

(OR-206)

XIV. If you have thoughts as to what public and private organizations might be doing to facilitate the activities and effectiveness of environmentally interested volunteers, please list them below.

(OR-207)

XV. Please list any private organizations in your region which you consider especially effective in dealing with environmental issues. (OR-208)

Name _____

Address _____
Street City, State Zip

Name _____

Address _____
Street City, State Zip

Name _____

Address _____
Street City, State Zip

XVI. NOW PLEASE CHECK THE FRONT AND BACK OF EACH OF THE PRECEDING PAGES TO MAKE SURE YOU HAVE NOT ACCIDENTALLY OMITTED RESPONDING TO ANY PAGES.

THANK YOU FOR YOUR COOPERATION.

NATIONAL CENTER FOR VOLUNTARY ACTION ENVIRONMENTAL PROJECT QUESTIONNAIRE FOR THE ENVIRONMENTAL VOLUNTEER

(Many of the categories used in this questionnaire are based on the U.S. Census Bureau categories. The data derived from this questionnaire will be compared to Census Bureau statistics where applicable).

1. Please check (your) State or City

(1-1)

- | | |
|--|---|
| 1. ☐ Delaware | 10. ☐ South Dakota |
| 2. ☐ Maryland | 11. ☐ Utah |
| 3. ☐ Pennsylvania | 12. ☐ Wyoming |
| 4. ☐ West Virginia | 13. ☐ San Francisco Metropolitan Area, California |
| 5. ☐ Virginia | 14. ☐ St. Louis Metropolitan Area, Missouri and Illinois |
| 6. ☐ District of Columbia | 15. ☐ Birmingham Metropolitan Area, Alabama |
| 7. ☐ Colorado | 16. ☐ Amherst, Massachusetts |
| 8. ☐ Montana | 17. ☐ Durango, Colorado |
| 9. ☐ North Dakota | 18. ☐ Other (specify) _____ |

Please answer the following questions about yourself:

2. How long have you lived in your present geographic area (i.e. metropolitan area or town and its surroundings). (1-2)

_____ years

3. Sex (1-3)

1. ☐ Male
2. ☐ Female

4. Please give your age (1-4)

_____ years

5. Race/Ethnic Origin (check one) (1-5)

1. ☐ Caucasian/European
2. ☐ Latin American
3. ☐ Negro/Black/African
4. ☐ American Indian
5. ☐ Oriental/Asian
6. ☐ Other (specify) _____

6. Marital Status

(I-6)

- 1. ☐ Married
- 2. ☐ Single
- 3. ☐ Widowed
- 4. ☐ Separated
- 5. ☐ Divorced

7. Education

(I-7)

- 1. ☐ Some High School
- 2. ☐ High School Degree
- 3. ☐ Some College
- 4. ☐ College Degree
- 5. ☐ Some Graduate Work
- 6. ☐ Graduate Degree

8. Occupation (Check only most applicable category).

(I-8)

- 1. ☐ Professional
- 2. ☐ Scientific/technical
- 3. ☐ Academic
- 4. ☐ Manager/administrator (includes self employed retailer)
- 5. ☐ Sales
- 6. ☐ Clerical/office worker
- 7. ☐ Service (cleaning, protective, personal etc.)
- 8. ☐ Agriculture
- 9. ☐ Skilled labor/craftsman
- 10. ☐ Labor/factory worker/transport worker
- 11. ☐ Housewife
- 12. ☐ University student
- 13. ☐ High school/grade school student
- 14. ☐ On pension or retired
- 15. ☐ On Welfare
- 16. ☐ Unemployed (seeking job)
- 17. ☐ Other (specify) _____

9. Please check your total family income range.

(I-9)

- 1. ☐ under \$4,999
- 2. ☐ 5,000-9,999
- 3. ☐ 10,000-14,999
- 4. ☐ 15,000-19,999
- 5. ☐ 20,000-24,999
- 6. ☐ 25,000 or over

10. Is your primary contribution to environmental activity in:

(I-10)

1. ☐ Financial support only?
2. ☐ Mainly financial support and some time?
3. ☐ Mainly time and some financial support?
4. ☐ Time only?

11. What is the average number of hours you contribute each week to environmental activities.

(I-11)

1. ☐ less than 4 hours ($\frac{1}{2}$ day)
2. ☐ 5-8 hours (full day)
3. ☐ 9-12 hours ($1\frac{1}{2}$ days)
4. ☐ 13-16 hours (2 days)
5. ☐ 17-24 hours (3 days)
6. ☐ 25-32 hours (4 days)
7. ☐ 33 or more hours (5 days or more)

12. What is the average number of hours you contribute to all other voluntary activities each week.

(I-12)

1. ☐ no other voluntary activities
2. ☐ less than 4 hours ($\frac{1}{2}$ day)
3. ☐ 5-8 hours (full day)
4. ☐ 9-12 hours ($1\frac{1}{2}$ days)
5. ☐ 13-16 hours (2 days)
6. ☐ 17-24 hours (3 days)
7. ☐ 25-32 hours (5 days)
8. ☐ 33 hours or more (5 days or more)

13. How often do you usually talk to other people involved in the environmental movement (in telephone conversations, informal meetings, organizational meetings, etc.)?

(I-13)

1. ☐ Never
2. ☐ Few times a year
3. ☐ Once a month
4. ☐ Once a week
5. ☐ Twice a week
6. ☐ Three or four times a week
7. ☐ Daily

14. What are your primary voluntary, environmental activities?

Please circle the number "1" if the category below is something you do NOT get involved in.

Please circle the number "2" if the category below is a PRIMARY activity.

Not Involved	Primary Involvement		
1	2	Legal assistance/litigation	(I-14)
1	2	Scientific/technical assistance	(I-15)
1	2	Accounting/fiscal	(I-16)
1	2	Other professional assistance (specify) _____	(I-17)
1	2	Administration	(I-18)
1	2	Clerical/filing/typing	(I-19)
1	2	Committee work	(I-20)
1	2	Documentation/library	(I-21)
1	2	Organization policy development	(I-22)
1	2	Publicity	(I-23)
1	2	Education	(I-24)
1	2	Information dissemination	(I-25)
1	2	Helping prepare/write legislation	(I-26)
1	2	Research	(I-27)
1	2	Fund raising	(I-28)
1	2	Lobbying	(I-29)
1	2	Informal pressure on officials	(I-30)
1	2	Boycotting/economic pressure	(I-31)
1	2	Letter writing	(I-32)
1	2	Participation in hearings	(I-33)
1	2	Public meetings, discussion, etc.	(I-34)
1	2	Field trips	(I-35)
1	2	Demonstration projects (recycling, etc.)	(I-36)
1	2	Evaluation	(I-37)
1	2	Physical improvement projects (clean up, planting, etc.)	(I-38)
1	2	Monitoring	(I-39)
1	2	Training/orientation	(I-40)
1	2	Recruitment	(I-41)
1	2	Placement and referral	(I-42)
1	2	Protest (or advocacy) demonstrations	(I-43)
1	2	Other (specify) _____	(I-44)

15. When you volunteer to work on environmental activities, do you volunteer mainly (Check one only): (I-45)

- 1. ☐ on problems that interest you, while they are current?
- 2. ☐ on a regular basis during most of the year?
- 3. ☐ other (specify) _____

16. Of the five people you feel closest to, how many are also involved in the environmental movement? (I-46)

- 1. ☐ All five
- 2. ☐ Four
- 3. ☐ Three
- 4. ☐ Two
- 5. ☐ One
- 6. ☐ None

17. How many people have you personally influenced to become active in the environmental movement? (I-47)

- 1. ☐ None
- 2. ☐ One or two
- 3. ☐ Three to five
- 4. ☐ Six to ten
- 5. ☐ Over ten

18. How many people have you tried to interest in environmental problems by talking, making speeches, writing articles, etc.? (I-48)

- 1. ☐ None
- 2. ☐ One to ten
- 3. ☐ Ten to twenty
- 4. ☐ Twenty to fifty
- 5. ☐ Fifty to one hundred
- 6. ☐ Several hundred
- 7. ☐ Several thousand

18. Most environmentalists have a wide range of interests, but we would like to know which kinds of activities you have actually been involved with (i.e., have done something about). (I-49)

Please circle "1" by any issue with which you have NO involvement.
 "2" by any issue with which you are SECONDARILY involved.
 "3" by any issue with which you are PRIMARILY involved.

No Involvement	Secondary	Primary		
1	2	3	Air quality	(I-50)
1	2	3	Beautification	(I-51)
1	2	3	Economic growth and development	(I-52)
1	2	3	Economic priorities	(I-53)
1	2	3	Energy	(I-54)
1	2	3	Facility siting	(I-55)
1	2	3	Fisheries	(I-56)
1	2	3	Forestry	(I-57)
1	2	3	Government organization	(I-58)
1	2	3	Health and safety	(I-59)
1	2	3	Highways	(I-60)
1	2	3	Land-use control	(I-61)
1	2	3	Land-use planning	(I-62)
1	2	3	Mining/strip mining	(I-63)
1	2	3	Natural or wild area preservation	(I-64)
1	2	3	Noise	(I-65)
1	2	3	Outdoor recreation	(I-66)
1	2	3	Parks	(I-67)
1	2	3	Pesticides	(I-68)
1	2	3	Petroleum development	(I-69)
1	2	3	Population	(I-70)
1	2	3	Sanitation	(I-71)
1	2	3	Soil conservation	(I-72)
1	2	3	Solid waste/recycling	(I-73)
1	2	3	Public transportation	(I-74)
1	2	3	Water management	(I-75)
1	2	3	Water quality	(I-76)
1	2	3	Wetlands	(I-77)
1	2	3	Wildlife	(I-78)
1	2	3	Other (specify) _____	(I-79)

20. How would you classify your contribution to activities in environmental organizations? (I-80)

- 1. ☐ Vital
- 2. ☐ Important
- 3. ☐ Routine
- 4. ☐ Not very important
- 5. ☐ A waste of your time

21. How effective do you feel that environmental organizations are in reaching their goals? (I-81)

- 1. ☐ Always effective
- 2. ☐ Very effective
- 3. ☐ Moderately effective
- 4. ☐ Not very effective
- 5. ☐ Not effective at all

22. How important were each of the following in motivating your initial involvement with an environmental organization or activity? (Circle one response for each factor).

	NOT IMPORTANT	IMPORTANT	VITAL	
Club or church group decided to get involved in environmental activity.	1	2	3	(I-82)
Specifically asked to get involved by a friend/acquaintance	1	2	3	(I-83)
Radio/TV/Newspaper/Magazine coverage of environmental problems	1	2	3	(I-84)
Personal exposure to an environmental problem	1	2	3	(I-85)
Other (specify) _____				
_____	1	2	3	(I-86)

23. Please circle the number "1" if your participation in the environmental movement has NOT caused you to encounter the risks listed below. Please circle the number "2" if your participation in the environmental movement HAS caused you to encounter the risks.

No Risk	Primary Risk		
1	2	Expenditure of great time or money	(I-87)
1	2	Loss of friends	(I-88)
1	2	Threatening mail or phone calls	(I-89)
1	2	Pressure from employer	(I-90)
1	2	Serious family rift	(I-91)
1	2	Loss of job	(I-92)
1	2	Destruction of personal property	(I-93)
1	2	Jail sentence	(I-94)
1	2	Bodily harm	(I-95)
1	2	Other (specify) _____	(I-96)

24. In your involvement with the environmental movement have you ever had an experience that radically changed your ideas about yourself and made you act differently toward your environment? (I-97)

1. ☐ No
2. ☐ Undecided
3. ☐ Yes, I have changed in some ways.
4. ☐ Yes, I have been radically changed.

25. If there was a particularly significant experience that motivated your involvement in the environmental movement, please describe that experience.

(1-98)

26. If involvement in the environmental movement has caused you to change your life style in significant ways, please describe both the change and the cause of the change.

(1-98)

COMMENTS

SAMPLE LETTER TO FIELD CONSULTANTS

Dear

This is a follow-up to our phone conversation this afternoon. I have enclosed some materials that I hope will give you a clearer idea of the scope of the NCVA Environmental Project.

The central purpose of this project is to identify the needs and concerns of environmentally interested voluntary organizations. We will be conducting this part of the project in three stages --

- a survey questionnaire mailed to all environmentally interested groups in a given region.
- personal interviews with key organizational leaders.
- case histories aimed at evaluation of various environmental activities, and assessment of effectiveness in meeting goals.

Because of the time constraint on the project staff, we hope to be meeting with two or three small groups of four or five key individuals who have their hands on the pulse of the environmental movement in their state. We propose to meet with these leaders at a central location, paying any expenses incurred. The purpose of these meetings will be:

1. to identify the internal problems of environmentally interested organizations.
2. to identify external operational problems of environmentally interested organizations.
3. to examine the interaction of environmentally interested organizations with various federal agencies (focussing specifically on EPA).
4. to obtain citizen leader recommendations on all of the problem areas identified in the above categories.

If you have any questions, don't hesitate to call -- collect. Thanks for your help.

Sincerely,

Clem L. Zinger
Project Coordinator

Check List For Field Consultants To
NCVA Environmental Project

1. Establish a list of key leaders of various sections of the environmental movement in your community. This list should have no more than 10-20 names on it, and should represent diverse aspects of environmental concerns.
2. Mail list to Environmental Project headquarters (1717 Mass. Avenue, N.W., Washington, D.C. 20036). Either Mrs. Zinger or Mr. Dalsemer will call you to discuss the list with you.
3. Arrange meeting place in central location.
4. Call individuals to obtain their agreement to participate in meetings.
 1. There should be no more than 3-5 persons in a given meeting.
 2. The meetings should be scheduled for all morning, all afternoon or all evening. There should be no more than 2 meetings in a given day.
 3. In scheduling meetings, leave enough time in between sessions for interviewers to dictate his impressions.
5. Mail a completed meeting schedule to NCVA Environmental Project Office. Give the person's name, organization affiliation, address, and date and time he has agreed to meet with us. We will mail each participant background material on the project.
6. Mail NCVA Environmental Project Office a bill for:
 1. your time
 2. your expenses.

Again, thank you for your help. We couldn't operate without you.

NCVA ENVIRONMENTAL PROJECT WORK PLAN OUTLINEI. Profile of the Individual Volunteer

This profile, to be descriptive in nature, will be developed largely by questionnaire.

II. Profile of Environmental Groups

This section of the project will be conducted in three stages:

A) First Stage - A mail-telephone survey of environmental groups within the specific geographic areas chosen for study. The major purposes of this survey will be:

- a) description-profile of environmentally interested organizations;
- b) identification of the needs and problems of a broad range of environmental groups.
- c) identification of key individuals that should be interviewed more comprehensively by project staff.

B) Second Stage - Personal visits and interviews with individuals identified as key leaders within the environmental movement in their localities. These individuals will be identified through assistance from regional centers (such as Rocky Mountain Center on Environment and Central Atlantic Environment Service), through known citizen contacts in a given area, and additionally through the survey discussed above. The purpose of this part of the project is

- (1) the identification of operational and organizational problems that environmental groups face and
- (2) potential solutions to these problems.

The following problem areas have been tentatively identified:

- 1) Fragmentation of environmental movement.
- 2) IRS tax laws.
- 3) Fund raising.
- 4) Specific physical needs (i.e. clerical help, mailing assistance).
- 5) Lack of technical support.

- 6) Need for reliable citizen information.
- 7) Need for more effective relationships with government and business.
- 8) Need to broaden the base of the environmental movement.
- 9) Parochialism of environmental groups.
- 10) How to involve a broader segment of the environmentally sympathetic public in action programs such as community service or political activism.

The above list is not meant to be a complete one. We welcome any additions, and fully expect the list to grow as the project goes on.

- C) Third Stage - A look at the manner in which such groups try to achieve their goals. We will deal here with some specific case histories. The purpose of using the case history technique is to evaluate the ways in which environmentally interested organizations pursue their goals. In general, the case histories will fall under four categories:

1. Legislative activism
2. Environmental Litigation
3. Community Education
4. Community Service

III. Geographic Area of Project

We have selected the following geographic regions for intensive survey during the project:

- A. EPA region III - Pennsylvania, West Virginia, Maryland, Virginia, Delaware, District of Columbia.
- B. EPA region VIII - Colorado, Utah, Wyoming, Montana, North Dakota, South Dakota.
- C. San Francisco, California - within EPA region IX.

D. St. Louis, Missouri - within EPA region VII.

E. Birmingham, Alabama - within EPA region IV.

F. Durango, Colorado - within EPA region VIII.

G. Amherst, Massachusetts - within EPA region I.

IV. Evaluation of EPA interaction with citizen groups.

Project staff will look at the EPA regional offices with a view toward determining the general accessibility of information to citizen groups. We will look at both the responsiveness of the regional office in providing information requested and the aggressiveness of the regional offices in identifying citizen groups to receive information. Judgments will be made largely on the basis of personal contacts with both citizen leaders in a specific region and EPA personnel.

V. Evaluation of other Federal Agency Programs

In addition, the project staff will evaluate the relative merit of existing federal government programs at the national and regional levels designed to assist citizen involvement in the environmental movement. We will look at what legitimate kinds of additional help the federal government could be giving the citizen environmental movement. We will be specifically examining the potential of Federal Agency Programs in the following areas:

1. improving information access
2. improving the nature and scope of citizen input into the agency decision making process
3. legitimate means of channeling government funds to citizen organizations

SAMPLE LETTER TO CITIZEN LEADERS
TO BE INTERVIEWED

Dear

This is a follow-up to your phone conversation with _____. Enclosed are some materials that I hope will give you a clearer idea of the scope of the project.

I am looking forward to your participation in a meeting with project staff. The meeting will be held at the _____.

The central purpose of the NCVA Environmental Project is to identify the needs and concerns of environmentally interested voluntary organizations. We will be conducting this part of the project in three stages --

- a survey questionnaire mailed to all environmentally interested groups in a given region.
- personal interviews with key organizational leaders.
- case histories aimed at evaluation of various environmental activities, and assessment of effectiveness in meeting goals.

Because of the time constraint on the project staff, we hope to be meeting with two or three small groups of four or five key individuals who have their hands on the pulse of the environmental movement in their state. We propose to meet with these leaders at a central location, paying any expenses incurred. The purpose of these meetings will be:

1. to identify the internal problems of environmentally interested organizations.
2. to identify external operational problems of environmentally interested organizations.

3. to examine the interaction of environmentally interested organizations with various federal agencies (focussing specifically on EPA).
4. to obtain citizen leader recommendations on all of the problem areas identified in the above categories.

Thank you for your assistance.

Sincerely,

Clem L. Zinger
Project Coordinator

enclosures

GROUPS PARTICIPATING IN INTERVIEWS^{a)}Pennsylvania

Allegheny County Environmental Coalition
 American Association of University Women
 Center for Planning, Design, and Construction
 Citizen's Advisory Council, Department of Natural Resources
 Delaware Valley Citizens for Clean Air
 Environmental Action/Zero Population Growth
 Environmental Law Group (University of Pennsylvania)
 Environment Pittsburgh
 Environmental Planning & Information Center of Pennsylvania
 Group Against Smog and Pollution (GASP)
 Group for Recycling in Pennsylvania (GRIP)
 Harrisburg, League of Women Voters
 Help Eliminate Life's Pollutions (HELP)
 Institute of Human Ecology (Clarion State College)
 Northern Area Environmental Planning and Information Center
 Pennsylvania Biologist's Association
 Pennsylvania Environmental Coalition
 Project Trend
 Water Resources Association of the Delaware River Basin
 Western Pennsylvania Audubon Society
 Western Pennsylvania Conservancy
 Westmoreland County Environmental Information Center

During the course of six meetings, twenty-one environmentalists from twenty-two organizations were interviewed. Three meetings in Philadelphia were coordinated by Mr. Thomas Dolan of EPIC and three in Pittsburgh were coordinated by Ms. Mary T. McCormick of the American Association of University Women and the Western Pennsylvania Conservancy.

Virginia

Campus Environmental Committee (CEC)
 Citizen's League for Environmental Action Now (CLEAN)
 Citizen's Committee for Virginia State Parks
 ECOS
 Izaak Walton League
 Reclaim the James
 The Conservation Council of Virginia (CCVa)
 The Rappahanock Defense Council
 The Virginia Farm Bureau
 The Wilderness Committee
 Virginia League of Women Voters
 Zero Population Growth (ZPG)

a) Wherever a national organization is listed, it may be assumed that a representative of a local chapter was interviewed.

Four meetings held in Richmond, Virginia were coordinated by Mrs. Beverly Holmberg of the Conservation Council of Virginia.

West Virginia

Agriculture Extension Service
Association for Environmental Protection
Brookes Bird Club
Charleston Junior League
Coal River Improvement Association
Citizens for Environmental Protection
Citizens to Abolish Strip Mining
Council of the Southern Mountains
Izaak Walton League of America
Mid-Appalachian Environment Service
Mountain-Dominion Resource Conservation and Development
Virginia Recreation Society
West Virginia Highlands Conservancy
West Virginia League of Women Voters
West Virginia Natural Resources Council

Meetings were arranged by Dr. Carol Wilcox of Citizens for Environmental Protection. There were four meetings held at the Mid-Appalachian Environment Service during a two day visit.

Maryland

Citizen's League for Environmental Action Now (CLEAN), St. Mary's County
Ecology Action, Inc.
Junior League of Baltimore
Maryland Conservation Council
Maryland Environmental Trust
Maryland League of Women Voters
Maryland Ornithological Society
Maryland Wetlands Committee
Maryland Wildlands Committee
New Democratic Coalition, Environment Committee
Potomac Appalachian Trail Club
Potomac Chapter, Sierra Club
Potomac River Association of St. Mary's County

Interviewers met with eleven people from thirteen environmental groups representative of all regions of the state. There were four meetings held over the course of two days at the state League of Women Voters office in Annapolis. A fifth meeting was held in the Conservation Foundation's conference

room in Washington, D.C.. Interviews were set up by the Environmental Project Coordinator, Ms. Clem Zinger, who has been associated with the Maryland environmental movement in the past.

Delaware

Advisory Committee on Parks to the Department of Natural Resources
American Association of University Women (AAUW)
Citizens for Clean Air
Civic League for New Castle County
Conservation Organization, United Auto Workers of America
CAP (Community Action Program) Council
Delaware Bay Sportfishing Protective Association
Delaware Federation of Garden Clubs
Delaware Nature Education Center
Delaware Wildlands
Delaware Wildlife Federation
Delawarians for Orderly Development
Delmarva Ornithological Society
Delaware League of Women Voters
Junior League
Penn Jer Del Open Space Committee
Red Clay Valley Association
Sierra Club
Society of Natural History of Delaware
Wilmington Trail Club

Washington, D.C.

Audubon Naturalist Society of the Central Atlantic States
Concern, Inc.
D.C. League of Women Voters
D.C. Wilderness Committee
Emergency Committee on the Transportation Crisis
George Washington University Recycling Project
Metropolitan Washington Area Citizen Transportation Coalition
National Capitol Area Federation of Garden Clubs
National Committee on the Transportation Crisis
Sierra Club, Potomac Chapter
Washington Ecology Center

There were three meetings held at the Conservation Foundation. Ten environmentalists from eleven organizations

were interviewed at these meetings. Field Consultant, Mr. William Painter (Washington Ecology Center) set up the meetings.

Colorado

Arkansas Valley Conservation Council
Aspen Environmental Task Force
Center for Research in Education
Citizens for Sensible Growth
Colorado Citizens for Clean Air
Colorado League of Women Voters
Colorado Open Spaces Coordinating Council
Colorado Wilderness Workshop
Club 20
Denver Audubon Society
Eagle-Piney Water Protection Association
Environmental Action Committee of the University of Colorado
San Juan Ecological Society
Trout Unlimited (National organization)
Womens' Environmental Coalition (WE CARE)

Meetings in Denver were arranged by the Rocky Mountain Center on Environment. Four meetings were held in a building occupied by several environmental groups. During the course of the meetings, representatives of sixteen groups were interviewed.

Durango, Colorado

Basin Sportsmen's Club
Durango League of Women Voters
Ecological Consumers Organization (Durango)
Educated Consumers Organization (Cortez)
Environmental Survival Studies Group, Fort Lewis College
Four Corners Wilderness Committee
Garden Club of Durango, Environmental Committee
San Juan Ecological Society
Weminuche Wilderness Committee

The field coordinator was Dr. Carol Peterson of the San Juan Ecological Society. Meetings were held in his home in

Durango. Interviews were conducted with nine individuals from nine, sometimes overlapping, organizations.

Utah

Alta Planning Commission
Enchanted Wilderness Committee
Escalante Wilderness Committee
Interested in Saving the Southern Utah Environment (ISSUE)
Sierra Club, South West Regional Chapter
Utah Environmental Center
Utah League of Women Voters
Utah Wildlife Federation
Wasatch Mountain Club

Field coordinator was Mr. Malin Foster of the Utah Environment Center and the Alta Planning Commission. During the course of two meetings, twelve people from nine environmental groups were interviewed.

Montana

American Association of University Women (AAUW), Montana chapter
Bozeman Task Force
Central Montana Environmental Council
Environmental Action Council
Lincoln Backcountry Association
Montana Conservation Council
Montana Environmental Council
Montana League of Conservation Voters
Montana League of Women Voters
Montana Wilderness Association
Montana Wildlife Federation
Nature and Wildlife Society
Pacific Northwest Conservation Council
Sierra Club
Sportsman's Club
Student Environmental Research Center
Venture Center
Western Federation of Outdoor Clubs

Three meetings were held in Montana (in Helena and Bozeman); eighteen environmental leaders from nineteen organizations were interviewed. The field consultant was Mr. Donald Aldrich of the Montana Wildlife Federation.

Wyoming

The Audubon Society (Murie Chapter)
Casper High School Ecology Club
ENACT
Environmental Action
Izaak Walton League
Sierra Club
Trout Unlimited
Wilderness Society
Wyoming Environmental Institute
Wyoming League of Women Voters
Wyoming Outdoor Coordinating Council
Wyoming Wildlife Federation

Interviews in Wyoming were coordinated by Mr. Keith V. Becker, executive director of the Wyoming Outdoor Coordinating Council. Thirteen people, each representing one or more of twelve different groups, were interviewed during three sessions held in Casper.

North Dakota

American Association of University Women
Environmental Protection (ENPRO)
Grand Forks Audubon Society
Lewis and Clark Environmental Association
North Dakota Farmer's Union
North Dakota Wildlife Federation
Students for Environmental Defense
Valley City Audubon Society
Zero Population Growth (ZPG)

During meetings in Jamestown, North Dakota, fifteen people from nine organizations were interviewed. Field coordinator was Mr. Gary Pearson of ENPRO.

South Dakota

Black Hills Environmental Foundation
Clean Air Coalition
Dakota Environmental Council, Inc.
Environmental Action
Environmental Concern Committee
Izaak Walton League
Nature Conservancy
Sierra Club

South Dakotans for Quality Environment
South Dakota League of Women Voters
South Dakota Wildlife Federation
State Council for Environmental Education
Wilderness Society
Wildlife Society

Interviews in South Dakota were coordinated by Dr. James C. Schmulbach of the Dakota Environmental Council, Inc., assisted by Dr. Harold Foss of Augustana College, and Dr. E. Ralph McLaughlin of the Rapid City Public School System. Four interview sessions were held in Sioux Falls, and one in Rapid City. Twenty-two people were interviewed, some of whom represented more than one of the fourteen organizations.

Birmingham, Alabama

Birmingham League of Women Voters
Greater Birmingham Alliance to Stop Pollution (GASP)
Jefferson County Medical Society - Air Pollution Committee
Sierra Club
The Alabama Clean Air Committee
The Alabama Conservancy
The Alabama Tuberculosis Association
The Audubon Society

The three meetings in Birmingham were coordinated by Mr. K. W. Grimley, executive secretary of the Alabama Tuberculosis Association. Twelve people were interviewed.

St. Louis, Missouri and Illinois

Black Survival, II
Black Survival, Inc.
Council for Environmental Information
Council on the Environment
Citizens for a Healthful Environment
Environmental Response
Federation of Neighborhood Organizations
Madison County Citizens Environmental Committee
Missouri Youth for Environmental Quality

Open Space Council
Sierra Club
St. Louis Junior League
Steering Committee for Transportation
Utility Consumers Council

Four meetings were held during two days in St. Louis, Missouri. Eighteen persons were interviewed from thirteen organizations. Meetings were arranged by Ms. Freddie Mae Brown of Black Survival, Inc., and Mr. Ben Senturia of The Council on the Environment.

San Francisco, California

Bay Area Council
California Natural Areas Coordinating Council
Campfire Girls
Ecology Action of Berkeley
Ecology Center of Berkeley
Environmental Defense Fund (EDF)
Federation of Western Outdoor Clubs
Garden Clubs of America
Girl Scouts of America
Golden Gate Chapter Audubon Society
Junior League of Oakland
League of Women Voters
Marine Ecology Research Project (MER)
Northern California Committee for Environmental Information
People for Open Space
Point Pinole Committee
Regional Parks Association
San Francisco Planning and Urban Renewal Association
Save the San Francisco Bay Association
Sierra Club, San Francisco Chapter
Soil Conservation Service
The Nature Conservancy
Washington Environmental Yard (of the Washington Elementary School)
West Contra Costa Conservation League

Seven meetings in the Bay area were held over three days. Field consultants were Ms. Sylvia McLaughlin of the Save the Bay Association, National Audubon Society and Urban Care; and Ms. Mary Jefferds, education specialist of the National

Audubon Society's Golden Gate Chapter. Meetings were held with thirty individuals representing twenty-four organizations.

Amherst, Massachusetts

Amherst Environmental Concerns Committee
Amherst Growth Study Committee, Inc.
Arkadia Wildlife Sanctuary
Amherst Conservation Commission
Amherst Select Committee on Goals
Amherst League of Women Voters
Audubon Society
Coalition for Environmental Quality
Connecticut River Ecology Action Corporation
Citizens Advisory Committee on the Mount Holyoke Unit of
the Connecticut Historic River Way
Institute for Man and his Environment
Massachusetts Association of Conservation Commissions
New England Coalition on Nuclear Policy, Inc.
Northhampton Conservation Commission
Pelham Conservation Commission
Sierra Club
Western Massachusetts Public Interest Group

Four meetings were held at the University of Massachusetts in Amherst. Sixteen environmentalists from sixteen organizations were interviewed. Dr. Andrew Scheffey and Ms. Mary English acted as field consultants.

INTERVIEW GUIDE

A. Operational Problems

1. What functions do volunteers in your organization perform?
2. What problems do you have in utilizing volunteers? What do you say when someone says to you, "What can I do?"
3. Do you maintain volunteer interest between crisis periods? How?
4. What are your sources of income?
5. What are your major difficulties in fund raising?
6. How are decisions made in your organization? What are some of the problems involved in the decision making process?

B. Organizational Problems

1. How well do volunteer groups in your region cooperate in areas of mutual interest?
2. If there is little cooperation, why?
3. If there is a great deal of cooperation, are there formal institutionalized arrangements, or is this cooperation informal?
4. What kinds of issues do you work in cooperation with other organizations? What kinds of issues do you find it difficult to cooperate with other organizations on?

C. Governmental Relations

1. With what Federal, State or Local agencies do you have the most continuing contact?
2. With what Federal, State or Local agencies do you have the most satisfactory contact?
3. Have you had any contact with EPA? If the answer is yes, what form has that contact taken? Has it been satisfactory or unsatisfactory?
4. If your organization has had no contact with EPA - why not?
5. If your contact with EPA has been unsatisfactory, why?

NATIONAL CENTER FOR VOLUNTARY ACTION—ENVIRONMENTAL PROJECT

1717 MASSACHUSETTS AVENUE, N.W., WASHINGTON, D.C. 20036 202/332-0881

May 12, 1972

This is to ask you to volunteer briefly in a project which is designed to assist environmental efforts like your own throughout the nation.

The National Center for Voluntary Action (NCVA) is conducting a study of the needs of volunteers in the environmental field. The study is directed by a cross-section of leaders of the environmental movement, whose names appear at the bottom of the page. The final report, due for completion this summer, will include:

- a profile of volunteers and volunteer groups active in the environmental field.
- an identification of the organizational and operational problems of environmentally concerned organizations.
- an evaluation of interactions between volunteer environmental activities and governmental agencies.
- recommendations as to how various public and private entities can facilitate effective volunteer participation in environmental projects and issues.

The report will be available to the public.

Enclosed are two different types of questionnaires. The first (of which there is only one copy enclosed) is directed to organizations composed primarily of volunteers and concerned with the environment in any significant portion of the organizations' activities. We ask that this questionnaire be filled out by an individual familiar with the organizational structure and functions of your group. If your organization is local and is affiliated with a larger body, please respond for your local group only.

The second questionnaire is directed to an individual volunteer engaged in environmental activities. Five copies of this questionnaire are enclosed, for five of your members selected at

STEERING COMMITTEE

SYDNEY HOWE
THE CONSERVATION FOUNDATION
CHAIRMAN

JOSEPH BROWDER
ENVIRONMENTAL POLICY CENTER

FREDDIE MAE BROWN
BLACK SURVIVAL, INC.

STEPHEN K. GALPIN
GENERAL ELECTRIC COMPANY

ROGER P. HANSEN
ROCKY MOUNTAIN CENTER
ON ENVIRONMENT

JEANNE MALCHON
FLORIDA COUNCIL FOR CLEAN AIR

ANTHONY MAZZOCCHI
OIL, CHEMICAL AND ATOMIC
WORKERS INTERNATIONAL UNION

WILLIAM NAPIER
NATIONAL WILDLIFE FEDERATION

GLENN PAULSON
SCIENTISTS' COMMITTEE FOR
PUBLIC INFORMATION

TED PETTIT
BOY SCOUTS OF AMERICA
MARJORIE SHARPE
THE JUNIOR LEAGUE OF CHICAGO, INC.
CAROL WILCOX
CITIZENS FOR ENVIRONMENTAL
PROTECTION, INC.
ROSS VINCENT
ECOLOGY CENTER OF LOUISIANA

random. (If yours is not membership organization, please ask five people on your mailing list, selected at random, to complete the questionnaire). IN ORDER TO ENSURE A UNIFORMLY RANDOM SAMPLE, SIMPLY SELECT THE NAMES THAT FALL AT APPROXIMATELY THE END OF EACH ONE-FIFTH SECTION OF YOUR LIST. (For example: if your list has 50 names on it, mail the questionnaire to roughly the 10th, 20th, 30th, 40th, and 50th persons.) It is important that these individuals receiving questionnaires be chosen from your membership or mailing list. If the questionnaires are simply handed out at a meeting or to acquaintances they will be useless to us, because they will reach only the more active participants in your organization or those whom you know personally. Stamped envelopes have been enclosed to facilitate the mailing of the questionnaires.

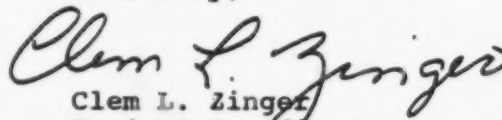
Both questionnaires are largely multiple choice. When you answer the non-multiple choice questions, we would appreciate it if you would either print or type. There may be some questions that you do not wish to answer. If so, please mail back to us the partially completed questionnaire.

The completed questionnaires will remain totally anonymous. The cover sheet for the group questionnaire will be removed when it arrives at our office. Its only purpose is to keep track of respondents. The individual questionnaire will never have a name attached to it.

To meet our work schedule, it is essential that all questionnaires be returned by June 16, 1972.

Thank you for your assistance.

Sincerely,


Clem L. Zinger
Project Coordinator

Enclosure
CLZ:cb

NATIONAL CENTER FOR VOLUNTARY ACTION—ENVIRONMENTAL PROJECT

1717 MASSACHUSETTS AVENUE, N.W., WASHINGTON, D.C. 20036 202/332-0881

June 12, 1972

Two weeks ago we mailed to you a packet containing two different types of questionnaires. The first questionnaire was to be filled out on behalf of your organization. The second questionnaire (of which there were five copies enclosed) was to be distributed to five members of your organization selected at random.

We do appreciate that we have asked a favor of you and other busy people, but we very much hope that you will want to help provide the data base on which we can base sound recommendations. This committee is anxious to provide findings that will assist environmental volunteers and their organizations throughout the country.

If the organization and individual questionnaires are not on their way back to us, we shall be deeply grateful for your expediting the organization response, and reminding your five members that we need their completed forms as soon as possible.

Sincerely,

Clem L. Zinger

Clem L. Zinger
Project Coordinator

CLZ:cb

STEERING COMMITTEE

SYDNEY HOWE
THE CONSERVATION FOUNDATION
CHAIRMAN

JOSEPH BROWDER
ENVIRONMENTAL POLICY CENTER

FREDDIE MAE BROWN
BLACK SURVIVAL, INC.

STEPHEN K. GALPIN
GENERAL ELECTRIC COMPANY

ROGER P. HANSEN
ROCKY MOUNTAIN CENTER
ON ENVIRONMENT

JEANNE MALCHON
FLORIDA COUNCIL FOR CLEAN AIR

ANTHONY MAZZOCCHI
OIL, CHEMICAL AND ATOMIC
WORKERS INTERNATIONAL UNION

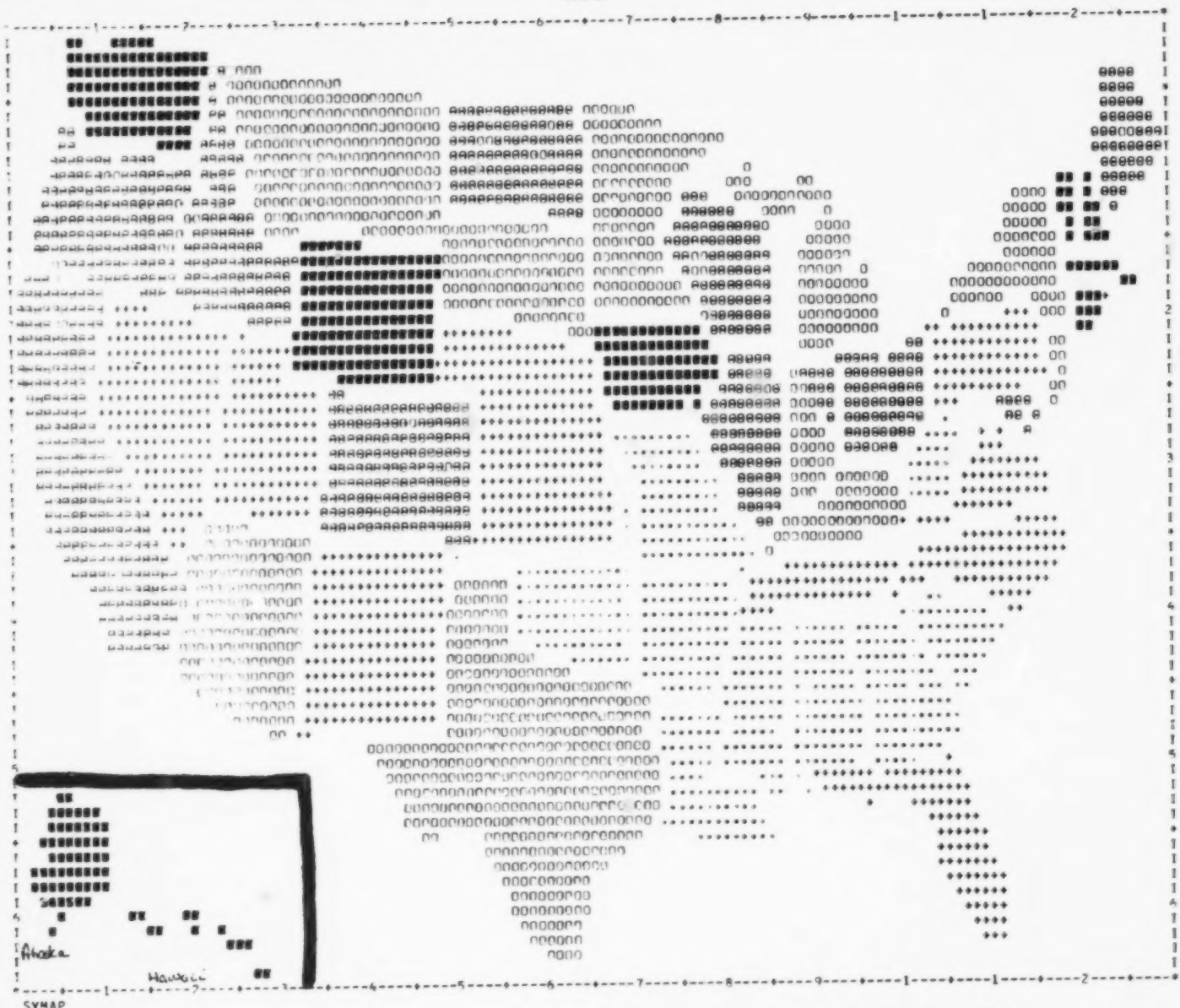
WILLIAM NAPIER
NATIONAL WILDLIFE FEDERATION

GLENN PAULSON
SCIENTISTS' COMMITTEE FOR
PUBLIC INFORMATION

TED PETTIT
BOY SCOUTS OF AMERICA
MARJORIE SHARPE
THE JUNIOR LEAGUE OF CHICAGO, INC.

CAROL WILCOX
CITIZENS FOR ENVIRONMENTAL
PROTECTION, INC.

ROSS VINCENT
ECOLOGY CENTER OF LOUISIANA



COMPUTER MAP OF ESTIMATED DISTRIBUTION OF
U.S. ENVIRONMENTAL GROUPS PER 1,000,000 POPULATION

NATIONAL CENTER FOR VOLUNTARY ACTION—ENVIRONMENTAL PROJECT

1717 MASSACHUSETTS AVENUE, N.W., WASHINGTON, D.C. 20036 202/332-0881

May 12, 1972

This is to ask you to volunteer for a few minutes in a project which is designed to assist environmental efforts like your own throughout the nation.

The National Center for Voluntary Action is conducting a study to evaluate the needs of citizen volunteers in the environmental field. The study is directed by a cross-section of leaders of the environmental movement whose names appear at the bottom of the page.

As part of this project, we are drawing up a profile of volunteers involved or interested in the environmental movement. This profile is to provide information for a report which will recommend public and private actions to facilitate volunteer environmental activities. The report will be available to the public.

The attached questionnaire is our primary tool for developing the profile. Please answer all of the questions completely, but if you do not wish to, do mail back to us the partially completed questionnaire. All respondents will remain unidentified, and the information in individual questionnaires will remain entirely confidential. Our report will deal only with summarized information, not individual responses. Please do not put your name on any of these sheets. The cut-off date for return of the questionnaire must be June 16, 1972. Please mail it back to us as soon as possible.

We would appreciate your typing or printing answers to the few questions which are not multiple-choice.

Thank you for your help.

Sincerely,

Clem L. Zinger
Clem L. Zinger
Project Coordinator

Enclosure
CLZ:cb

STEERING COMMITTEE

SYDNEY HOWE
THE CONSERVATION FOUNDATION
CHAIRMAN

JOSEPH BROWDER
ENVIRONMENTAL POLICY CENTER

FREDDIE MAE BROWN
BLACK SURVIVAL, INC.

STEPHEN K. GALPIN
GENERAL ELECTRIC COMPANY

ROGER P. HANSEN
ROCKY MOUNTAIN CENTER
ON ENVIRONMENT

JEANNE MALCHON
FLORIDA COUNCIL FOR CLEAN AIR

ANTHONY MAZZOCCHI
OIL, CHEMICAL AND ATOMIC
WORKERS INTERNATIONAL UNION

WILLIAM NAPIER
NATIONAL WILDLIFE FEDERATION

GLENN PAULSON
SCIENTISTS' COMMITTEE FOR
PUBLIC INFORMATION

TED PETTIT
BOY SCOUTS OF AMERICA
MARJORIE SHARPE
THE JUNIOR LEAGUE OF CHICAGO, INC.
CAROL WILCOX
CITIZENS FOR ENVIRONMENTAL
PROTECTION, INC.
ROSS VINCENT
ECOLOGY CENTER OF LOUISIANA

QUESTIONS FOR EPA REGIONAL ADMINISTRATOR

1. How many employees within your region have the responsibility of providing information to the public? (Please list the number of employees and their functions.)

Employees whose full time
is spent in public information
work:

Others spending 1/4 or more of
their time in such work:

2. How many environmentally-interested organizations have you identified within your region?
3. Do you maintain a mailing list of environmentally interested individuals and organizations?
4. If the answer to the above question is yes, what kinds of information are regularly and/or periodically mailed to that list? Please supply samples of the kinds of materials regularly mailed to environmentally interested citizens and citizens groups.
5. If the answer to question #3 is "yes," what proportion of the mailing list was established as a result of requests from citizens? What proportion was established as a result of EPA's attempts to actively locate the environmentally concerned public?
6. Do you ever conduct open public forums on specific issues (designed to engender free-flowing discussion between the public and EPA officials)?
7. If the answer to the above question is "yes," please give recent examples.

8. Do you ever hold public briefings on specific issues?
9. If the answer to the above question is "yes," please give recent examples.
10. How many requests for information and/or assistance do you receive, as a rough average, from environmentally interested citizens and citizens groups each month?
11. What proportion of these requests do you feel are adequately handled?
12. What other kinds of assistance do you provide citizen groups within your region?
13. What kinds of information and assistance do you not now provide due to budgeting or other problems, but feel would be valuable?

TABLE 43

Office of Public Affairs

FY-72 General Fund Budget

<u>Project</u>	<u>Amount Budgeted</u>
Program Direction and Support (salaries, benefits, travel, tuitions-- 90 permanent positions, 8 temporary positions)	\$ 2,028,300
Office of the Director	199,693
Public Opinion Poll	98,000
Regional Coordination	275,000
Citizen Support	
Breathers Lobby	155,000
Citizen Action Against Dumps	81,500
SPARE - Green Power	
Green Power Foundation	70,000
Technical Assist: Phase II--Watts	101,550
General & Emerging Project	
Urban Vehicle Design Competition	56,760
Federal City College	88,600
Miscellaneous	64,600
President's Merit Awards	70,000
Press Operation	25,000
Editorial Services	20,000
Communications Services	
Citizen's Action - Air Episodes	4,195
Water Quality Book	50,000
Pam: Now Hear This	40,000
National Environmental Center	74,668
Pam: New Environmental Ethic	150,250
Pam: Environmental Impact	1,500
Radio Public Service Spots	58,233
TV Public Service Spots	250,000
EPA Motion Pictures	210,000
Documerica	250,000
EPA Fine Arts Program	17,000
EPA Bulletins	4,669
Traveling Exhibit	45,294
General Publications	80,000
Slide Presentation	30,455
Closed Circuit TV Program	101,249

EPA Logo, Identity Awards	75,000
Radio News Service Spotmaster	2,500
Posters	31,460
Birthday Report	13,505
Research Booklet	75,000
Child's Ethic Manuscript	2,200
Film Catalog	64,500
TNT Television Spots	30,000
Miscellaneous Support Services	85,000
Photo Equipment and Film	3,580
Pam: Lake Washington	2,500
Pam: Citizen Action Can Get Results	2,500

Transfer of Funds to Other Programs

Region 10	28,000
Air & Water Programs	
Midwest Legislative Council	50,000
Alabama Air Pollution Control Research Project	6,389
Western States Legislative Conference	43,000
Group Against Smog & Pollution Conference Grant	66,000
Better Air Coalition Grant	
Fresno Community Council Grant	
Research and Monitoring	
National Center for Voluntary Action Grant	35,130
Office of Solid Waste Management	
SPARE Projects	250,000
Region I	
SPARE Project	12,500
Office of the Administrator	
Spanish-speaking minority project	38,000

All of the reports that appear in this section were commissioned to facilitate our understanding of specific subject areas. Each report was then added to our own research to arrive at the findings that appear in the body of the report. In each instance the consultant's report that appears in this section represents only the author's views, and not the views of the steering committee.

CASE HISTORIES OF VOLUNTEER
ENVIRONMENTAL ACTION

All of the case histories that appear in chapter IV are based on case histories written for the Environmental Project by the following individuals:

Citizen Effort Passes Michigan's "Right to Sue" Bill--Joane Wolfe and

Volunteer Involvement In the Overton Park Case--Mrs. Anona Stoner

The Conservation Council of Virginia (CCVa)--Robert T. Dennis

West Virginia Clean Streams Program: A Case History of Cabell County--Ben Vest

Volunteer Recycling Center in Washington, D.C.--William Painter

The Illinois Prairie Path--Mrs. Marjorie Sharpe

SPECIAL REPORT TO NATIONAL CENTER FOR VOLUNTARY ACTION -
ENVIRONMENTAL PROJECT ON TAX LAW REFORMS

Anthony Z. Roisman
Berlin, Roisman and Kessler

The essence of our democratic system of government is equal opportunity for all citizens to influence governmental decisions. It is this principle which underlay the Supreme Court's historic decisions assuring that Congressional voting districts were established on the basis of one man, one vote. This same principle is reflected in the words carved at the entrance to the United States Supreme Court - Equal Justice Under Law. These principles have always been compromised by the fact that relatively small portions of the population control relatively large portions of the nation's wealth and thus through campaign contributions and expensive lawsuits have a potentially greater impact on governmental decisions. These concentrations of wealth are offset to some extent by the ability and willingness of the average citizen to form citizen action organizations which not only aggregate money but more importantly aggregate citizen volunteers whose combined voices often speak more loudly than money.

A number of laws have been passed to help these citizen organizations achieve equality with large corporations and wealthy individuals. Among the most important of these laws are those permitting class action law suits in which many people bring one law suit to redress a common grievance such as a fraudulent consumer sales practice or a source of air pollution which affects a large segment of a community. Recent laws requiring full disclosure of campaign contributions also help expose potential special favor arrangements between campaign contributors and candidates for public office.

However, citizen action has faced for many years a major impediment to its becoming an effective factor in governmental decisions. Although in theory all citizens have equal access to the voting booths, the administrative agencies, and the courts, that access is only as equal as the laws passed by federal, state and local governments make it. For a number of years citizens have attempted to expand their right to bring class action law suits to include all environmental and consumer problems. Each effort has been defeated as the result of a major lobbying effort launched by the industries which would be the subject of such litigation. Even the government often lobbies for or against specific legislation. In a recent example citizen environmental concerns, as

represented in a tough water pollution control bill passed by the Senate, were overridden in the House as a result of an intensive government lobbying effort to weaken the bill.

Citizen action lobbying is of course hampered by the great disparity of funds between it and business and government lobbyists. This problem is minor however compared to certain federal tax law inequities which mean that each dollar spent by citizens to lobby costs twice as much as the same dollar spent by a business lobby. This anomaly is created by the fact that a business is entitled to a tax deduction for money spent to lobby to protect its business interest. A citizen who is concerned with environmental protection cannot obtain any deduction for money spent to lobby to achieve his public interest goals. Contributions to environmental or other public interest organizations which engage in lobbying are not tax deductible but contributions to business leagues and trade associations to lobby for legislation which protects the private business interests of its members are tax deductible. The net result is that most businesses paying taxes in the 50% bracket actually spend only \$.50 for each \$1.00 of lobbying and the inherent financial disparity between citizen lobbyists and business interests are doubled by inequitable tax laws.

The lobbying discussed so far has been the traditional appeals to legislative committees, legislators and their staff. An important additional aspect of lobbying is appeals to members of the public who in turn are urged to write to the legislature and express their views. It is this form of lobbying which is most important to citizen organizations because what they lack in financial power, they make up in number of members. Here too the tax laws substantially reduce the effectiveness of the citizen lobby. Business interests are entitled to use tax deductible advertising as a vehicle for persuading the public about general political issues so long as it is not related to specific legislation. Thus, an advertisement extolling the quality of the water that is discharged from pulp and paper mills is a tax deductible expense even though the effect of the advertisement may be to blunt citizen pressure for strong water pollution legislation. Citizen organizations can not use tax deductible contributions for similar advertisements but are limited to educational communications with the public which are required to state both sides of the issue or be so thorough and complete that the material is not suitable for mass media advertising.

Another part of the problem of communications with the public is that the business league or trade association is entitled to send any material (including appeals to support or oppose legislation) to its members. This is part of the legitimate business information service of the organization and payment for this service is tax deductible. Many of these organizations have huge mailing lists and use this procedure to urge letter writing campaigns and other business lobbying activities. The environmental organization member does not have a tax recognized business interest in legislation and thus at most is entitled to receive educational material describing current legislation but does not receive detailed criti-

cism of pending legislation or appeals to express views on the legislation.

Of course the inequity created by these tax laws is even greater when the citizen organization is pitted against the government. In that case the citizens' taxes are used by the government to fight the citizen. This is not only a problem in lobbying but also in administrative agencies and in the court. Nor is the government the only beneficiary in these latter two areas. The expenses incurred by business in appearing before administrative agencies and courts are not only tax deductible business expenses but also frequently appear as part of the cost of business goods and services for which the citizen pays. This incredible mechanism by which citizens pay for the costs incurred by businesses in fighting citizen action is most obvious in the field of regulated utilities. These utilities receive payments for services based upon cost plus a fixed rate of return (profit). The fixed rate of return is based upon a rate base which includes all costs. This rate base includes the cost of litigation and administrative action in which the utility has opposed citizen organizations seeking protection of the environment or lower rates. These same citizens then pay back the total cost of the utility in waging the battle (whether successful or not) plus a profit of approximately 7% of the cost. Thus citizen opposition to regulated utilities actually increase utility profits and citizen costs for the utility services.

These inequalities have been discussed in the context of a citizen organization to which contributions by the general public are tax deductible charitable contributions. It has been assumed that tax deductible charitable contributions for litigation and administrative expenses offset the tax deductible business expenses of the industry on the other side of the issue. However, in fact, even here there is not equality. The charitable contribution deduction is only available to the taxpayer who itemizes his or her deductions. Most low income taxpayers, and many middle and upper income taxpayers who do not have high interest and medical expenses, do not itemize deductions but claim the standard deduction. These taxpayers cannot obtain any tax advantage as a result of the tax deductible charitable contribution.

Finally, the inequities of the tax structure bear particularly heavily on the individual who chooses to engage in citizen action outside of the context of a tax exempt organization. This individual who alone seeks to halt environmental degradation, is not entitled to any tax deduction for his or her litigation costs, administrative agency costs or lobbying expenses. For such an individual, the only recourse is to join a citizen organization through which his or her ideas can be expressed with the risk that the group policy and the citizens' own policy will not coincide or that the group will not take up the individual's particular problem.

The solution to these problems require fundamental changes in the tax and other laws which govern these activities. The changes

should not be in the direction of restricting government and business participation in governmental decisions but rather to expand the opportunities for citizen participation. The government needs the maximum input from all segments of the society.

The most obvious first step is to correct the gross inequities with respect to lobbying. Several proposals to amend federal tax laws have been introduced into Congress recently to attempt to equalize the lobbying opportunity for citizens and all others. These proposals do not go far enough. What is needed is tax law amendments to provide:

- 1) All reasonable expenses incurred by a private citizen to advise a legislative or administrative body or its members or employees of the citizen's views respecting any legislative proposals should be a deductible expense by the citizen whether he or she itemizes deductions or not.
- 2) All tax exempt organizations which are publicly supported or are operating organizations (i.e. spend nearly all of their money each year to carry out tax exempt activities) should be permitted to use tax exempt funds to advise any legislative and administrative body or its members or employees of the organization's views on any legislation which is related to the tax exempt purposes of the organization. The organization should also be permitted to communicate its views to the general public and urge the public to speak out on these legislative proposals.
- 3) Contributions to tax exempt organizations should be tax deductible, whether the taxpayer itemizes deductions or not, to the extent the contributions are used for the purposes described in the preceding paragraph.

These same three tax law changes should be applied to litigation expenses and expenses incurred in making appearances before administrative agencies. As presently designed our tax laws give most favored treatment to any expense incurred for the purpose of making money while denying deductibility to expenses incurred by citizens on behalf of social welfare. This misordering of priorities must be changed.

Finally, to correct the inherent difficulty faced by an citizen or citizen organization as a result of the ability of government and business to pass on the cost of lobbying, litigation and administrative action to individual citizens through the cost of goods and services and through taxes, provision should be made for the payment of citizen expenses in these proceedings.

- 1) In the case of lobbying, the legislative body should establish a fund to pay the reasonable and non-duplicative costs of citizen lobbying efforts.
- 2) In the case of administrative action the administrative agency should establish a fund to reimburse a citizen for reasonable and non-duplicative citizen expenses in appearing before the agency. This could include assigning agency experts to the citizen efforts to ensure that the citizen input is technically competent.
- 3) In the case of court litigation provision should be made for the payment of all reasonable and non-duplicative costs, including attorneys' fees, to the citizen organization by the opposing litigant regardless of the outcome of the litigation.

These proposals may appear to be extremely radical. That feeling is probably the result of the effectiveness of present inequities which have developed a public attitude toward citizen action which makes citizen advocacy less important than business profits. It is that very attitude which must be changed and the change can only come if there are major reforms in the current procedures which govern citizen access to governmental decision making processes.

INNER CITY INVOLVEMENT WITH ENVIRONMENTAL PROBLEMS

Mark Battle
Garvey Enterprises, Inc.

Introduction

"Take Paradise, Put It In a Parking Lot." These words are the punch line in a song which was very popular two years ago. It expresses the attitude of a significant proportion of the young adult population of our central cities with reference to involvement in environmental issues. They lament, as did the song writer, "Don't it always seem as though you don't know what you've got till it's gone."

The establishment is the polluter they assert. Does the establishment propose to change its ways - to self-destruct? "What's going on? What's going on?"

These insistent questions have been given voice by both the inner city residents and the N.C.V.A. - Special Environmental Project. The report which follows is a troubled reply.

The Charge

The directive was to take a look at what is happening in several cities around the country and report on the involvement of the inner city with environmental issues.

Specifically, the investigative part of the effort was aimed at exploring the following three questions: (1) Are inner city residents interested in environmental issues? (2) How widespread is the problem by class, ethnic group, sex, and age group? (3) Can inner city residents be successfully involved in environmental issues, particularly as volunteers? What are the clues for programming?

The approaches employed included: a literature search, on-site investigations in seven (7) cities, interviews with residents of those cities including professionals and students, youth and adults, affluent and poor, Black, White, Puerto Rican, and Chicano. Information was secured in the mode of the investigative reporter.

Neither the time nor the resources, nor the nature of the inquiry permitted a statistical sampling or a formal questionnaire approach. It should be noted here, however, that serious scientific research has apparently not yet been done on the subject of our concern. Useable quantified data simply was not available in city after city. This report focuses, therefore, on the nature and quality of the limited participation which does exist. It extracts from that body of information those findings and conclusions which seem rational and supportable.

For purposes of this report, a definition of inner city involvement and environmental problems are essential.

- Generally, inner city means the core of the city embracing residential areas currently peopled heavily by Blacks, Chicanos, Puerto Ricans, Orientals and poor White ethnics. This is the part of the city usually called the ghetto. Frequently there are pockets of affluence in the inner city in areas where the population shift has been recent or where the city through urban renewal has attempted to reestablish the tax base by creating brand new residential neighborhoods as economic class islands.
- Involvement in this context is intended to mean active participation of a voluntary nature on a non-paid basis as a result of enlightened self-interest.
- Environmental problems for our purposes is consciously restricted to those areas commonly considered to be sheltered under the environmental umbrella. Thus, for example, included are air pollution problems, water and sewage problems, solid waste disposal problems, rodent and other pest control problems, noise control and other physical health hazards.

Background

The findings and conclusions of this report should be viewed against a background of reality which gives them meaning. For instance, one hundred thirty million Americans now live in urban areas. Of these, nearly eight million are central city residents existing in poverty -- 4.5 million are White and 3.1 million are Black. Many of these people have incomes much lower than the poverty level. Approximately another 8 million "near poor" have incomes slightly above the official poverty level. While not counted in the "statistical" 8 million poor, they suffer a similar fate.

The age distribution of the 8 million urban poor is also significant. Three million are under the age of 15 and nearly 2 million are over 60 years of age. Thus, 60 percent of the urban

poor are at age levels recognized by the medical profession as most vulnerable to the injurious assaults of pollution and other environmental deficiencies.

The adverse effects of pollution are compounded by the normal conditions of urban poverty: unemployment, poor housing, malnutrition, overcrowding, powerlessness and ignorance.

Both are exaggerated by the dysfunction of basic municipal service systems in the lives of these people. Fire and police services are still inadequate or improper to the point of suspicion, hostility and rejection by the inner city dweller. Health services are non-existent to unavailable in a timely fashion; or are rejecting in the very nature of their responsiveness. Public social services are constricted by welfare politics and hence not really available when and as needed. Private social services are starved for resources and therefore serve a limited clientele. Code enforcement is at best spotty in health, housing, and sanitation. Limited experience with enforcement of air and water regulations follows a familiar and unhappy pattern.

At the same time and in the same urban areas, which host ghettos and exemplify institutionalized dysfunction in city services to the poor and near poor, programs have been proclaimed to protect and reclaim the environment. For the most part, the affluent, the suburbanites, the cause-oriented college youth, and political officials have been in the spotlight of publicized efforts to save the cities. They represent the known involvement reported routinely. Are there unknowns? Does the reality support or negate our speculations?

Findings

The special questions to which we sought answers elicited responses which were factual, emotional, anecdotal, etc. We have sorted and sifted them to produce the findings which follow.

Are Inner City Residents Interested In Environmental Issues?

The answer to this question is both yes and no.

Yes, the ghetto poor are interested in the issues of their life space, with which they must contend each day simply to survive. Thus, they are interested in bad water, bad food, lead-based paint, rats, roaches, backed-up sewers and uncollected refuse. For example, a ghetto neighborhood council mobilized area citizens to deposit their trash on a major thoroughfare in Detroit to dramatically protect inadequate trash removal services. They are, however, ur-

gently interested in jobs and income and the elimination of the contradictions and dysfunctions in municipal service systems. Their primary interests are immediate and basic like money and personal dignity. Thus, they choose a job and join the struggle for equality in an open society, over what seems to them as "rip-off" concerns of air pollution and "noise pollution." Problems which appear to be long range environmental issues do not capture the interest of the ghetto dweller nor the other urban poor whose stake in the society is so tenuous.

Yes, the more affluent inner city resident is interested in environmental issues. His interest appears first to be bounded by his economic stake in the community. Second, his interest appears to be related to his self image as a part of the "success" of the society. He is more likely to be conscious of ecological problems and to be, to some extent, informed about their solutions. He is more likely to be involved in those highly visible environmental issues.

No, the inner city poor resident is not interested in environmental issues, where the primary appeal is to the salvation of the society some distance from his immediate life space either vertically or horizontally. For example, the inner city ghetto dweller felt no relationship to the "Three Sisters Bridge" problem in the District of Columbia. His absence was noted by the participants but not lamented.

No, the inner city affluent resident is not interested in environmental issues to the extent that he is willing to give up his priority for city services on behalf of his less affluent and less influential ghetto brother. No, he does not fully see the relationship of systems dysfunction in the urban core and environmental health in the suburbs to which he frequently aspires.

It is difficult to demonstrate the danger to the individual of certain aspects of environmental deterioration. The effect on the individual gets lost in a mass of numbing statistics describing the overall situation or the common threat. The danger inherent in the number of solid particles in the air or the amount of sludge in a river or the number of decibels of street noise is perceived as a general threat, much like nuclear war, rather than a concern that requires action on the part of any individual, least of all a member of an urban minority group who is already shackled by a feeling of powerlessness in a society increasingly hostile to him.

The conditions of dilapidated buildings, overcrowding, poor storage and make-shift living arrangements all militate against a healthy environment for the poor urban dweller. Poor housing means poor plumbing, poor housing code enforcement, and contributes to water pollution. Rats and insects result from inadequate garbage storage and disposal. Litter, abandoned automobiles, as well as the existence of garbage, spreads disease. Greater exposure to garbage means more insects which in turn calls for the use of more

pesticides and a concomitant increase in exposure to poisons. Highways are frequently built through ghetto residential areas affecting air pollution levels and producing noise. The sum of these dangers represents a daily threat to health and to a shortening of the ghetto resident's life span.

Certain issues emerged of more immediate concern to this group than others. The five principle problems and their priority to the urban ghetto dweller, based on our investigation, rank as follows:

1. Solid Waste Disposal
2. Pest Control
3. Air Pollution
4. Water Pollution
5. Noise Levels

Items 3 through 5 could probably be lumped as longer-range environmental concerns and number 1 and 2 as short-range. Included as a significant solid waste disposal problem is rodent control.

It should be noted that one of the surveys by the National Advisory Commission on Civil Disorders listed inadequate sanitation and garbage removal as significant grievances in 9 of 20 cities.

How Widespread Is The Problem By Class, By Age Group?

The question of involvement in environmental problems has significant differences by class determined by economic and education variables, as mentioned earlier. These differences stem largely from the existence of different views and consciousness of one's stake in the system. Environmental problems are viewed essentially as defects in the system. Where there is little concern for the preservation of that system, then there is little immediate motivation to correct its defects. Self-interest relating to property values helps to mobilize the more affluent inner city resident. However, even the older members of that group are more likely to find appeal in shorter-range problems, at least at first.

The group with the greatest apparent potential for attacking the long-range issues such as air and water pollution are the college-educated affluent youth. The popularity of these issues among intellectuals may mean that these longer-range problems which require adjustments over time in human behavior and attitudes, will be solved under the leadership of this group as we move into Reich's Consciousness Level III. Youth, as ever, appear to be oriented to the attractive ideas and abhor contradictions. For them there are no shades of grey.

Ethnic group differences in terms of participation in environmental issues appear to be insignificant except in terms of identity, dignity, equality and control. There is the urgency to relate environmental issues to the conscious needs of inner city residents. This applies particularly to the conscious needs of the Black inner city resident who comprises the principal disadvantaged element. The emerging consciousness of youthful Blacks, i.e., the street 'dude', engenders different reactions to issues than does attempts at involvement of White youthful intellectuals. For example, the trend toward Black separatism and the attempt to make economic units within the Black ghetto accountable to ghetto residents, e.g., Black-owned businesses operating in the ghetto, and resident employment quotas for businesses operating in the ghetto are all trends which have significant ramifications for environmental issues. If the ghettos do become self-contained--pieces of the 'action' for Blacks or other ethnic groups--perhaps group pride or neighborhood pressures could again become techniques to be used to foster community pride. Perhaps even follow-up on government-sponsored clean-up campaigns might be possible, grounded and programmed to the reality of community.

Militant Black organizations appear to reject any involvement with environmental issues per se. Older and "more stable" Black organizations including church groups are beginning to become involved in personal issues of an immediate character which have relevance to their membership (solid waste and rodents).

Stated differently one might say that "militant organizations" have selected targets like racism and poverty as programming objectives. They see the environment as a competitive issue raised deliberately to detract attention and to divert resources from the more legitimate programs. Further, they see the environmental problem as a distraction for blacks in their quest for identity and unity.

The "stable organizations" do not reject the environment as a legitimate area for program. Their involvement is dictated by the real time expressed needs of their members and constituents. In a sense they tend to be positive reactors to the whole range of inner city problems on a selective basis including environmental problems.

There seems to be little significant difference between ethnic groups on responsiveness to environmental issues. An obvious difference in involving Hispanic groups is the language problem. For example, directions on the use of pesticides and control of pests should be in Spanish. A far more important problem in several cities with multi-Hispanic populations is the absence of an organization across nationality lines which can speak for the "Hispanic community." In point of fact, in such cities there are several Hispanic communities. This multi-Hispanic element presents special language problems in its own right.

The only sexual difference of note for environmentalists is that women with children have near surface maternal response regarding the effect of pollution on children. This group has apparently responded readily to community efforts to identify and rectify problems of poison from lead-based paints and to rodent control efforts. In fact, it appears that environmental issues provide a place where men and women can meet and work as peers.

Can Inner City Residents Be Involved In Environmental Issues, Particularly As Volunteers? Clues for Programming?

So long as there is solid leadership, it should be possible to mobilize inner city residents in voluntary programs assuming that the three R's are kept in the forefront. Responsible leadership means professional staff leadership in this context, for 'one shot' deals should be kept to a minimum. The pay-off in voluntary programs at the community level is frequently overtime. Hence follow-through must be programmed. For example, the EPA staff has proposed the launching of a national "Operation Cleansweep" modeled after the Washington, D. C. campaign of that name. For several months in 1971, Washington neighborhoods (by service area) were the object of intensive clean-up efforts which involved citizen volunteers as individuals and in groups. This was launched by the new director of the city's reorganized Environmental Services Department and men and equipment were made available in ample supply. This was apparently an excellent way to mobilize and educate the community as well as produce concrete results. The real test, however, comes in community and government commitment to follow through. In Washington, the press was mobilized to be supportive. Subsequently they continued to spot-check and point up failures of the city to maintain the level of cleanliness and support attained during the initial campaign.

The education of people in the inner city on the significance of environmental problems to which they are exposed, as well as precautionary measures should be the first programmatic priority. Organization of the community to resolve environmental problems can then follow. The development of a public educational program which uses inner city residents as the means through which to funnel information is a necessary part of the process. Participation is doing and people learn by doing. Los Angeles failed to involve residents adequately in the development of its "master plan." It now must overcome the resultant resident resistance. Initial issues should be those around which both inner city affluent and poor residents can unite, such as solid waste disposal. However, unusual cooperation of the local government agency responsible for sanitation is required to avoid putting one group against another.

A most important opportunity for involvement which should not be overlooked is the linking of one program to another. Particularly those programs with the potential for the development of vocational opportunities related to environmental issues should be linked.

Under the Manpower Development and Training Act (MDTA) for instance, new training programs for sewage treatment plant operators have been developed. Opportunities to draw inner city residents into such employment should be explored and exploited through the use of Model Cities and its supplemental funds. The EPA has recommended the development of an environmental intern program, which would enlist ghetto youth in a program to work within the EPA, on a rotational basis, to learn the organizational processes and to share this acquired knowledge with the community. This approach could also be applied within city environmental agencies.

The Summer Program for Action to Renew the Environment (SPARE) is an EPA program designed to utilize teenagers enrolled in the Neighborhood Youth Corps (NYC) in work improving the urban environment. This program was begun in 1971 and employed approximately 10,000 inner city low-income youth. SPARE youth undertook a variety of assignments. In St. Louis, for example, workers canvassed homeowners to warn of the danger of lead poisoning from deteriorating lead paint in inner city homes. In Cleveland, SPARE participants joined in a major clean-up of the city's parks and beaches.

In several instances, SPARE expanded the traditional understanding of environmental conditions to include environmental problems like rat control, lead poisoning, trash accumulation and other aspects that are typical of the inner city situation.

There are few limits on the type of activity which could be developed for local purposes. The chief elements seem to be defining specific community needs, educating the residents, developing local leadership, mounting a program and institutionalizing the results.

It must be noted that most inner city residents who participate voluntarily in environmental activities do not see themselves as volunteers. They see themselves as unpaid workers, citizens and activists. Volunteerism has a traditional paternalistic connotation for many. For example, the Neighborhood Youth Corps enrollees who remained workers in the "trash is cash" program in New York City viewed themselves just as much workers when the funds ran out and they had no prospects for pay as when they were paid regularly.

In Chicago on the southside, a very energetic woman who works diligently to assure the removal of abandoned cars and the elimination of drug traffic makes it clear. "I ain't no volunteer - I'm expecting to get something out of what I'm doing and it ain't money."

Conclusions

The following general conclusions which may be drawn from our explorations appear to have implications for the involvement of the inner city in environmental issues:

- The key to bestirring interest among inner city poor may lie in the ability to: 1) point out the disproportionate burden the poor bear of environmental problems; 2) to relate the environmental problems to other issues that are of particular concern to ghetto residents (bread and butter); and 3) to link initial program to short-range problems which are amenable to rapid solution to demonstrate success.
- In general, issues that can be related to the well-being of children such as freedom from the danger of rats can serve to mobilize inner city residents. People who have hope for their own imminent departure from the ghetto nonetheless view even short-range danger to their children as a serious threat. Save the children campaigns aimed at the resolution of environmental problems may prove to be good rallying points within a community.
- The words of a recent report of the EPA staff to the Administrator, the three R's in approaching environmental problems are:
 - Results - achieve an improved environment for inner city residents within 9 months time
 - Relevance - fulfill pressing needs of the inner city (first things first)
 - Realism - have a relatively high benefit/cost ratio
- In order to mobilize the inner city populace it will be necessary to make real the great dangers to which they are exposed by everyday ghetto existence. The ways of dealing with those dangers successfully must also be communicated. This may involve personalizing.
- It should be remembered that in order to solve most environmental problems, access to the public decision-making process and to the policy formulation process must be created. Decisions that cause or maintain environmental problems are made every day, and decisions to rectify existing environmental problems

need to be made early and continually. More important policies must be formed now which prevent recurrence. The inequities that are built into our economic system are reflected in the ecological system. Then that has, gets. In this case, "them" is the poor and what they "has" are environmental problems (or at the very least, the consequences of those problems) with their poverty, with their unemployment, with their overcrowding. The correction of these problems will require positive reversal and compensatory action to prevent recurrences.

- Conscious policy must be developed to promote equality in environmental matters -- e.g., the elimination of oil depletion allowances will not only increase revenues, but also remove a loophole which encourages plundering the environment. Conscious policy also needs to be developed to promote the conservation of resources and to assist in the elimination of pollution such as taxing to discourage automobile pollution.
- A policy to involve the affected public in the decision-making process concerning environmental issues is absolutely necessary. Acceptance by the community require extensive involvement from the beginning and that process is never simple.
- Programs aimed at involving inner city residents should not highlight volunteerism or the volunteer, but rather enlightened, effective, responsible, citizen action. Thus, the effort assumes the symbolic dignity of purpose with which all inner city residents can identify without being saddled with the past. Perhaps we should eliminate the term volunteer.
- Finally, this investigation informally confirms the notion that men suffer from three great illusions. The Romantic Illusion, the Illusion of Central Position and the Illusion of Immortality. Programming to involve the inner city resident in saving his environment must be designed to deal simply but effectively with all three. It must facilitate identification with the good! It must help place man in his environment as integral, not central! It must reaffirm consciously the notion that "don't nobody live forever!"

Bibliography

- "Blacks and Puerto Ricans Up Million Here in Decade", The New York Times, March 6, 1972.
- Bureau of Labor Statistics, Changes in Urban America, Bureau of Labor Statistics Publication Number 353, 1971.
- Cassel, John, The Relation of the Urban Environment to Health, School Of Public Health, University of North Carolina.
- "Cement Company Cites Dust Control", Detroit Free Press, February 15, 1972.
- "Ecology and Politics: II" The New York Times, March 5, 1972.
- Environmental Action Coalition, "Background on the Environmental Action Coalition" (New York City) and Grant Proposal to the Office of Education, DHEW
- Environmental Action Coalition, "Cycle", Vol. 1, No. 2.
- Environmental Protection Agency, "Our Urban Environment and Our Most Endangered People;" A Report to the Administrator of Environmental Protection Agency by the Task Force on Environmental Problems of the Inner City. September 1971.
- "Ghetto Pollution Report is Hot Potatoe", The Washington Post, December 7, 1971.
- Office of Education, DHEW, "Education Briefing Paper: Environmental Education".
- Office of Education, DHEW, "Environmental Education Bibliography" (Prepared by The Massachusetts Audubon Society).
- "Pollution: Discrimination in Center City", Environmental Action, Vol. 3, No. 19, February 19, 1972, Environmental Action, Inc. (Washington, D. C.).
- Public Health Service (Bureau of Community Environmental Management), DHEW, "NEEDS" Neighborhood Environmental Evaluation and Decision System.
- Seattle - King County Economic Opportunity Board Grant Proposal to Office of Education, DHEW
- Taube, Carl A., "Admission Rates to State and County Mental Hospitals by Age, Sex and Color", United States, 1969, National Institutes of Mental Health, Statistical Note 41, February 1971.

Trans Century Corporation, "SPARE: The Challenge Remains, An Evaluation of the Summer Program for Action to Renew the Environment", prepared for the Environmental Protection Agency, October, 1971.

Winkelstein, Warren, Jr., and Fern E. French, The Role of Ecology in the Design of a Health Care System, School of Public Health, University of California, 1970.

Glenn Paulson, Prepared for delivery before the subcommittee on The Environment of the Commerce Committee of the U. S. Senate, February 4, 1972, Environmental Hazards Facing the Urban Poor

Environmental Quality, 2nd Annual Report, CEQ, 1971, Ch. 6, "The Inner City Environment", pg. 189-207.

Periodical articles and newspapers -

- a) "The Environmental Issue and the Inner City", Richard G. Hatcher, Not Man Apart, Nov. 1971, Vol. 1, No. 11, pg. 19 ff (published by Friends of the Earth)
- b) "New Towns in Old Cities", Simpson Lawson, City, May/June 1971, Vol. 5, No. 3, pg. 40 ff
- c) "U.S. Now Big Landlord in Decaying Inner City", John Herbers, New York Times, Jan. 2, 1972, pg. 1
- d) "Housing Should be Designed with its Actual Users..." Architectural Record, October 1971, Vol. 150, No. 4, pg. 128

Acknowledgements

The author is indebted to the persons listed below for their professional support in securing on-site information from the following metropolitan areas: Los Angeles, Chicago, Detroit, Atlanta, Boston, New York City, San Antonio, and Washington, D. C. Their knowledge of their communities and their many productive contacts made possible the quick response necessary to this effort.

Mr. Louis Cardona

Mr. Dorse Conley

Mr. John Cox

Mr. Daniel Harley

Ms. Arlene Krimgold

Mr. Wally Nottage

Mr. Roy Santos

Mr. Henry Wilfong

REPORT ON EPA CONTRACTS AND GRANT PROGRAM WITH STATE AND LOCAL GROUPS

Jeanne Malchon
Florida Citizens for Clean Air

Introduction

The purpose of this study and report is to evaluate the effectiveness of EPA grants to volunteer groups for encouraging citizen participation in development and adoption of state air quality implementation plans as required by the 1970 Clean Air Act.

Questions to be considered were: Were the grants generally successful in achieving their purpose and should they be continued? If they were successful, what were the common factors which made them more successful in some cases than others? If they were not generally successful, could some changes be made which would produce better results? Is there indication that this kind of grant program might be applicable to other environmental issues? If such programs are to be continued or extended are changes necessary to insure continuing or increased success?

Information was solicited from all grant recipients, state control agencies, state League of Women Voters' environmental quality chairmen, state TB & RD associations and Junior Leagues in cities where grants were utilized. A questionnaire, requiring respondents to reply by checking suggested possible answers rather than in essay form, was used. While essay type answers might have produced more detailed information, the number of responses and the uniformity necessary for tabulation and objective evaluation would probably have been reduced. Table #1 shows response to the questionnaire with a breakdown by groups and regions. Additional information was obtained by letters and interviews from national and regional EPA representatives and from copies of reports from grantees and others to EPA, NRDC, NTRDA and the LWV.

Purpose of Grants

For several years NAPCA and EPA had been contracting with organizations such as the Conservation Foundation, NTRDA, and the LWV Education Fund to sponsor national, state and regional conferences, seminars and workshops on air pollution problems and control. After passage of the Clean Air Act of 1970, which required states to submit air quality implementation plans within nine

months after standards were set by EPA, a decision was made to contract directly with local groups to sponsor workshops for the purpose of helping to prepare citizens for participation in the public hearings and development of the plans submitted by the states.

Solicitation and Selection of Grantees

There was no general circularization of information regarding the availability of the grants. Rather, representatives of the Public Affairs division of EPA, traveling within the respective regions, made direct personal contact with local affiliates of national organizations which had participated in earlier grant programs. The rationale for this approach was that these national organizations had great interest and considerable expertise in air conservation matters probably shared by their local affiliates, and that the local groups were viable organizations with necessary resources to carry out the programs. Several of those contacted were unwilling or unable to prepare a proposal, as required by EPA, because of other commitments or lack of lead time to do what they considered would be a satisfactory job. Maximum grants were \$2500, with provision for groups to be reimbursed after the projects were completed and final reports submitted. This arrangement made it impossible for some groups, which had the personnel but not financial resources, to participate. In cases where the group originally approached did not submit a proposal, other conservation or civic groups were contacted. Table #2 shows a breakdown of grants awarded by groups and regions. Contracts restricted the use of funds to administrative purposes only and did not allow reimbursement for travel or other expenses of workshop participants, other than speakers, or those attending hearings. A total of 91 grants was awarded in all states excepting Arizona, Hawaii, Iowa, N. Carolina, N. Dakota, Vermont, Virginia and Washington. With a few exceptions, the largest or most densely populated states or states with especially serious problems had the highest number of grants. Regions II-V, 21 states and D.C., received 55 grants. Region I, 6 states, received 8 grants. Regions VI-X, 23 states, had 28 grants. Contracts were awarded to 11 state and 17 local TB & RD associations, 7 state and 7 local clean air councils affiliated with TB & RD associations, 3 state and 11 local other clean air groups, 7 state and 20 local environmental or conservation groups, 1 state and 6 local LWV's and one local Junior Chamber of Commerce. The incidence of grants to states or regions seemed to be determined more by the availability of groups who would submit proposals than distribution according to an EPA plan.

General Results

Reports from many states indicate varying opinions within the state as to the specifics of implementation plans finally submitted to EPA. In some cases this is because only summaries of the plan were readily available prior to the hearings. In others it is because changes were made after the hearings and copies of the final plan were not available. Therefore, it is difficult at this point to determine precisely which are good, fair, or poor plans and to make any real correlation between them and incidence of grants or grant programs which were generally considered to be successful. However, reports do seem to indicate that a tentative breakdown can be made as in Table #3. While respondents from 24 states were generally agreed that the grant programs were successful, only those in 6 of those states believed their plan included specifics which would qualify it as good, 3 rated from fair to good, 10 rated from poor to fair and 5 rated theirs poor. However, 12 states having multiple grants were among those where the program was considered successful as compared to 7 in the 19 states where reports were mixed as to the success of the programs and none in the 2 states where respondents agreed the program was not successful. A breakdown judgement of the success of the programs by groups is shown in Table #4. The over-all outlook for continued citizen participation was good according to the responses of 92% of those answering.

While only 50% believed that the grants had been a catalyst for creating citizen interest, many of the 16% who answered "maybe" and the 34% who said "no" qualified their answers by indicating that a high degree of citizen interest had already existed, but that the grants had helped to coordinate and make effective that interest. Only 7% of those answering thought that the grants would cause the recipients to become dependent, 17% thought that it was possible they might and 76% were of the opinion that groups would not become dependent on the grants. Conversely, 76% thought that the grant program would be applicable to other environmental issues, 19% thought it might be and 5% thought that it wouldn't.

Taken on a state by state basis 24 states reported that the degree of citizen participation was greater than usual, 6 reports were mixed between the same and greater, 14 states reported about the same participation and 5 states less participation. Twenty-four states, not necessarily the same, reported that the quality of the citizen participation was better, 7 reports were mixed between the same and better, 15 states reported it was about the same as usual and 3 reported it was poorer than usual. Only four states reported that citizen participation greatly influenced the plan, 11 reports indicated a moderate influence, 7 moderate to very little, 16 very little, 5 very little to not at all and 6 not at all.

Reports from 5 states indicate favorable outlook for financing their implementation plans, 13 fair to good, 15 fair, 11 poor to fair and 6 poor.

Factors Influencing Success of Programs

In those states where relatively good plans were approved, and the programs were generally considered successful, the common factors appear to be obvious. All of the states had fairly strong control agencies and/or political leadership trying to develop a good plan. Copies of the proposed plan were made available by the required 30 days before the hearings or earlier, hearings were held in several areas of the state and were well advertised. Grants were made to citizens groups which had resources and expertise already developed. In almost all cases these groups had already received prior grants through NTA and/or the Conservation Foundation, and conferences on preparing citizens had already been held. The groups receiving grants all made use of technical advisory committees. Citizen participation was high in both quantity and quality as a result. There was good cooperation between the governmental agencies and citizen groups and between citizen groups themselves. The general opinion was that the citizen participation was a great factor in helping state officials defend the good plans proposed against attacks by vested interests.

In those states where the programs were thought to be successful but which adopted plans which could be considered fair, the problem seemed to be lack of interest or effort on the part of state officials to prepare a good plan. It was generally felt that citizen efforts resulted in adoption of a slightly better plan than might have been adopted without such well developed and coordinated citizen involvement. Those states which adopted poor plans, but where citizens felt the programs themselves were successful were those in which there was strong political interference in support of vested interests. Citizen groups and, in some cases states, control agencies which had tried to do a good job felt that participation and objections raised by citizens might help influence EPA's rejection of their plans.

In states where the opinions on the success of the program were mixed, the common factors seemed to be: there was only one grant in the state; the grantee was lacking in resources or expertise without sufficient time to develop it; copies of the plan were difficult to obtain; there was only one hearing or hearings were held in inconvenient locations and were not well publicized; there was a general lack of cooperation between officials and groups and lack of a broad based coalition or cooperation between environmental groups.

Of the two states where opinion was that programs were not successful, one had no grants and criticism was that they were not publicized and the other state felt that grants were too little and too late.

Florida

Florida has a strong conservationist governor who has appointed a pollution control board whose members are competent, dedicated and willing to do their homework. The pollution control department, while somewhat understaffed, is fairly well organized and has a director who basically wants to do a good job. There are several strong and interested citizen groups in Florida with good leadership. Several Florida leaders, volunteers and staff, have participated in national, regional, state and local meetings sponsored by CF, TB & RD, LWV, etc. Five Florida people attended the CF sponsored conference in Cincinnati in January 1971.

CF funded a workshop for southeast Florida in June 1970, after which a coalition was formed for the southeast region. This coalition was instrumental in having rigid standards adopted for that region when the state was in the process of adopting its own standards prior to April 1971. These standards for the southeast region (more stringent than those for the rest of the state) were incorporated in Florida's plan.

Another coalition was formed in west Florida whose representatives gave excellent testimony and which had nearly 100 people travel from Pensacola to Panama City for the hearing for that region. The Florida Council for Clean Air received a grant from NTA and put on a seminar in Tampa in September 1971. Over 100 participants from all over the state were included. Those from out of town were selected from nominees submitted by many civic and conservation groups in their respective cities. Their transportation to the workshop was paid with the understanding that all participants had an obligation to put into use in their own communities the knowledge they had gained.

Consequently, when the four grants to local groups were received, the local communities had experienced leaders and a nucleus of interested and informed people on which to base their coalitions. Coalitions in southeast and west Florida were reactivated and expanded. A coalition in northeast Florida was built upon those who had attended the Tampa workshop and those who had participated in an ECO-ALERT conference co-sponsored by the Jacksonville Junior League and Northeast Florida TB & RD Association the previous fall. The Gulf Coast Coalition was built on the rather substantial group which had participated in the Tampa workshop as well as other representatives from the many active environmental groups in the area.

All coalitions had broad based steering and technical advisory committees with a good cross section of professional representation. These committees carefully reviewed the proposed plan as soon as copies were available. Single workshops were held in Miami, Tampa and Pensacola and four were held in the northeast region, Jacksonville (2; daytime and evening), Daytona and Gainesville. A total of between 500 and 600 people attended

the workshops. Programs were well planned with an array of competent speeches both from within and out of the state. These workshops were held in the regions where hearings were to be held. Responses to and critiques of the plan were considered by each participant in each workshop for their particular region. Testimony was planned to be coordinated and cover all points considered important while avoiding repetition. Testimony was assigned or accepted so that a good cross section of organizations and individuals was included.

Copies of the plan were available to the coalitions barely 30 days in advance of the hearings but this was due to staff problems and getting the plan completed rather than lack of cooperation on the part of the agency. Hearings were well advertised and conducted fairly and courteously. All members of the board (5) attended all hearings. A final meeting was held early in January in Tallahassee at which time the board adopted the plan. The only substantive change made in the plan as originally proposed was the inclusion of a non-degradation clause. The non-degradation clause had been requested by each of the four coalitions at each of the four hearings. Other changes requested by industry and recommended by the staff were not approved by the board. Representatives of each of the four coalitions attended the Tallahassee meeting even though no testimony was to be taken.

There is a strong, well coordinated citizen interest in Florida which is aware that additional legislation was needed as well as increased funding of the department. Some legislation re state land use planning, etc., and additional appropriations were passed by the 1972 legislative session with much citizen support.

Information regarding the states where very poor plans were adopted is sketchy but in at least two cases it would seem that direct intervention of the governor was responsible.

Conclusions

The basic idea of direct EPA grants to local citizen groups seems to have some merit. Taken as a whole the program was successful in initiating and preparing a citizen constituency in the development of air quality implementation plans throughout the country. There is evidence that in several states citizens groups utilized the information and expanded and coordinated participation, resulting from the grants, either to cause proposed plans to be improved or to keep proposed plans from being weakened as they otherwise might have been. In many cases, even where these groups had no actual influence on the plan itself, a much larger group of better informed and interested citizens will be working for enforcement and improvement of the plans and additional

legislation and appropriations in a much more sophisticated manner.

However, there is little question that a much greater degree of success would have been possible with the same expenditure had there been a better selection process and more time for grantees to prepare and implement proposals.

It is probable that there would have been a greater degree of cooperation (or at least less antagonism) if all regional, state and local agencies had been informed about the grant program prior to grants being made. The resentment of the "feds" coming around behind their backs is probably due to a defensive reaction normal to many state agencies after years of little or no effort on their part to deal with existing or potential problems in their states.

The necessity for groups to lay out funds and then be reimbursed prevented many from participating at all or severely limited the kind of program others could develop. Restrictions of spending for administrative purposes also hampered many groups. In states where there was only one workshop or one hearing, attendance at either or both was limited because many interested people could not afford transportation. Procedures for reporting were confusing.

It is highly probable that, with modifications, EPA grants to local citizens groups would be helpful in other environmental areas such as land use, solid waste and water conservation.

Recommendations

1. Direct contacts between EPA and state and local groups for the purpose of encouraging and facilitating active, constructive citizen participation in environmental issues should be continued.
2. Availability of such grants should be publicized through national organizations, EPA mailing lists, regional and state contacts and other appropriate methods to ensure that all groups have equal opportunity to make applications.
3. Clear, simple and uniform guidelines for submitting proposals and reporting should be formulated and publicized.
4. Grants should be of varying sizes to permit programs of small to large scope. Flexibility should be permitted in activities for which funds are expended. Program proposals of varying types should be encouraged and each judged individually on its potential as well as the responsibility of the sponsoring group.

5. Provision should be made for a system of partial funding at interim steps in cases where a group has a good program proposal, adequate volunteers to carry it out, but limited financial reserves upon which to draw.
6. Every effort should be made to improve communications and elicit cooperation of state and local agencies short of having them take part in the selection of grantees. They should be advised immediately of grants made to any groups in their areas. They should be encouraged to cooperate with and supply information to grantees.
7. A digest of programs conducted under grants should be prepared by EPA periodically and circulated nationally.
8. A general over-all plan should be developed designating priority areas for particular types of programs. Special efforts should be made to encourage submission of several proposals from groups in these areas by circularizing information through appropriate channels.
9. On site visits of EPA representatives should be made only when and if several proposals seem to have equal merit and such a visit is necessary to determine which should be approved.
10. When programs must be planned to meet a certain deadline, i.e., public hearings, etc., enough lead time must be allowed for preparing proposals and planning and implementation after approval.
11. Periodic review procedures should be formulated so that long range as well as immediate effects of programs can be evaluated. Attention should be given to distributing grants amongst a variety of organizations in order to encourage a broadly based citizen involvement.

PUBLIC PARTICIPATION IN THE DECISION MAKING PROCESS:

ENVIRONMENTAL IMPACT STATEMENTS

William Napier
National Wildlife Federation

Section 102 (2) (c) of the National Environmental Policy Act of 1969 requires any agency of the Federal government proposing legislation or planning to initiate an action "significantly affecting the quality of the human environment" to file an environmental impact statement with the Council on Environmental Quality. The legislation specifically mandates that these statements contain the environmental impact of the proposed legislation, any adverse environmental affects, which cannot be avoided should the proposal be implemented, alternatives to the proposed action, the relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity, and any irreversible and irretrievable commitments of resources which would be involved in the proposed action should it be implemented. Before filing, draft statements must be circulated by the initiating agency to the public and to other appropriate Federal, state and local agencies. Any comments made by these sources on the draft statements become a part of the public record along with the final agency environmental impact statement.

As is pointed out in the Second Annual Report of the Council on Environmental Quality, however, Federal agencies, through NEPA, are now required to engage in public self-criticism of activities which they have long actively advocated. Many agencies have lacked, to this point, environmentally-trained personnel to prepare these required statements. Numerous Federal actions which significantly affect the environment are not being reported to CEQ through impact statements. In many cases consideration of alternatives has not been adequately treated and a major alternative-- that of taking no action at all because of environmental impact-- has in most cases not been considered at all. Many statements have been prepared to justify and support projects on which decisions to proceed have already been made. Finally, Section 102 (a)(A) mandates that all agencies "utilize a systematic, interdisciplinary approach which will insure the integrated use of the natural and social sciences and the environmental design arts in planning and decision-making." At times, personnel limitations have made an interdisciplinary approach impossible and at other times, agencies have intentionally misunderstood what this approach involves.

Nonetheless, the requirements of NEPA have without question already subjected the decision-making processes of Federal agencies to unprecedented public scrutiny. Private individuals and

organizations have used NEPA, sometimes through the American judicial process, to force modification or abandonment of proposed actions, based on the resulting environmental analysis. However, several areas exist within the scope of the National Environmental Policy Act that make it difficult or impossible for individuals and organizations to make a meaningful substantive input into the governmental decision-making process. Certain procedural alterations, within the context of the existing legislation, are required in order to allow the American public to play a key role in NEPA implementation, as was provided by original legislative intent.

NOTICE: There are no adequate provisions for informing the public that a major Federal action is proposed prior to the preparation and circulation for comment of the draft environmental statement. Even at this late date, the public is not directly notified of the draft statement but is instead allowed, if and when it learns a draft exists, to obtain a copy upon request. Some agencies note the availability of drafts in the Federal Register but such notice does not adequately inform the public of proposed Federal actions. Notice concurrent with the publication of a draft statement comes too late in the process to promote real public participation. Agencies know of their proposals when they begin the draft study, a process is needed whereby agencies would prepare and maintain lists of each major Federal action for which a determination to initiate a draft impact statement has been made. The location of the regional or other office responsible for draft preparation should be listed. These lists, which should be revised at least monthly, should be made available to the public upon request. Means for public notification could be local news release, posting or newspaper notice.

PUBLIC PARTICIPATION IN PRE-DRAFTING: No opportunity exists for the public to provide input or supply factual information at the pre-draft stage. Public awareness of draft statement availability does not come until publication in the Federal Register, yet no agency can realistically be expected, on its own initiative, to decide that its activities might do more harm than good. This initiative should be provided through public participation and public exposure, and a means for this should be provided.

TIMING OF DRAFT STATEMENTS: Section 102(2)(c) of NEPA requires interagency and public review of an agency's assessment of environmental impact before agency action is taken. This allows other agencies and the public the opportunity to examine the agency position and to contribute their views toward the most informed decision possible. It further forces agencies to adopt positions which will withstand exposure to the public and to other agencies. Guidelines for

implementation of NEPA, adopted by the Council on Environmental Quality, set periods of time after circulation of the draft and final impact statements for comments, to be considered before agency action.

To the maximum extent practicable no administrative action (i.e., any proposed action to be taken by the agency other than agency proposals for legislation to Congress or agency reports on legislation) subject to Section 102(2)(c) is to be taken sooner than ninety (90) days after a draft environmental statement has been circulated for comment, furnished to the Council and...made available to the public pursuant to these guidelines; neither should such administrative action be taken sooner than thirty (30) days after the final text of an environmental statement (together with comments) has been made available to the Council and the public. (Emphasis added.)

Since the adoption of these guidelines, however, it has become increasingly apparent that ninety-day and concurrent thirty-day periods provide insufficient time to comment on a project of any complexity. In many cases, basic problems are not brought out until other agencies, such as the Environmental Protection Agency, have completed studies and released findings. It is only at this point that meaningful public reaction and contribution begin. The difficulty with the present system is that by the time the public can truly begin to participate, time is up. However this difficulty can be easily corrected by allowing a more reasonable period of time for agency and public review. Within an expanded period, a two-step comment process should be required--agency comment, then public comment. Any agency action, including its review process, should be forestalled during this extension. Otherwise, the agency would be apparently free to conduct its own review and make up its own mind during the interim.

ACCESS TO INFORMATION: Both the draft statements and the final impact statements are available to the public upon request. However, aside from this, the legislation is silent about public access to information that went into compiling the draft statement or agency comment. Any citizen, no matter how well informed, needs to know the factual bases for statements by applicants, for instance, or the position of the agency staff, in order to participate intelligently in this process. Provisions should be developed which enable interested individuals to identify and obtain environmental information as early as possible. Identification of information is as important as access to it, for the public is kept equally as ignorant by not knowing

of the existence of information as by not being able to see it. Each draft environmental statement should include an appendix listing each study or report which was considered in the preparation of the draft and which may contribute to a complete public understanding of the matters covered by the draft, along with the name of the bureau or office responsible for draft preparation. These should be made available to the public on request at any time after a determination has been made to prepare an environmental statement on the proposed major Federal action.